

Army IPB in Support of Nation Building Operations

**A Monograph
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ABSTRACT

Army IPB in Support of Nation Building Operations by MAJOR William J. Mangan, U.S. Army, 63 pages.

Since the end of World War II the Army has been involved in numerous operations that dealt directly or indirectly with Nation Building as a focus or subsequent mission following major combat operations. There have been varying levels of success and failure. An initial review of the past 15 years and in anticipation of future operations under an expeditionary mindset, it is likely that the Army will continue to be involved in Nation Building operations. At a minimum, intelligence professionals should be prepared to plan for these operations. The IPB process is an effective tool for analyzing a threat and the operating environment, however the question of its effectiveness in capturing the essence of support necessary for Nation Building operations requires further research.

In order to effectively answer the question of Army IPB in support of Nation Building planning and operations it is necessary to undertake a series of analytical reviews. The first review must focus on the definition of the term Nation Building. It is not found in any Joint Publications or Army Manuals despite the rampant use of the term in military and media circles. Once a definition is settled on the attention must then turn to the inevitability of Nation Building Operations. The inevitability is effectively the driving purpose behind the need for this study. Once complete, both Army and Joint Doctrine must be analyzed. The focus of this analysis is on establishing common definitions for Stability and Support Operations according to both Joint Publications and Army Manuals, followed by a review of the Joint and Army IPB Process doctrine. The emphasis of the doctrinal review is to determine how the current IPB Process addresses those tasks necessary to provide an informative portrayal of the contemporary operating environment in support of Nation Building. Subsequent to the doctrinal review it is necessary to analyze multiple operations the US Army has been involved in so that lessons learned could be inferred that will potentially improve the current Army IPB Process. The end state of this step is the development of a product that addresses the lessons learned in the framework of the four steps of the Army IPB Process. The final analytical step is to then combine the two reviews into one composite product that will advance the current state of Army IPB Process Doctrine so that it is more relevant to ongoing and future operations.

The finding of the study is that the current Draft FM 2-01.3 Intelligence Preparation of the Battlespace is an improvement on the 1994 version of FM 34-130 Intelligence Preparation of the Battlefield, but it is still inadequate in supporting the contemporary environment. The composite build of current doctrine and contemporary lessons learned provides a detailed framework over the four steps of the IPB Process. In addition it identifies a method for Step Four, Describe the Threat Courses of Action, by presenting the method of Operational Net Assessment, a process for portraying the complex Nation Building Environment using a System of Systems Analytical Approach.

The concluding recommendations emphasize the need to utilize the author's end state product in order to improve the Army IPB Process prior to Draft FM 2-01.3 going final. In addition the recommendations articulate the critical reasons for this same process to be integrated into Joint IPB Doctrinal Publications. Lastly, a recommendation is made concerning Intelligence Unit leadership to organize their analytical efforts on both conventional threats and Nation Building during peacetime in order to facilitate winning the peace prior to the expedition.

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INTRODUCTION

Operations undertaken by the United States Army over the past fifteen years, as well as those ongoing in Afghanistan and Iraq are indicative of the type operations one would expect our forces to continue fighting during the first decades of the new millennium. A significant portion of these operations, in terms of investments regarding time and resources, are those associated with post major combat operations and/or stability operations. In other words, the United States Army has continually engaged in various efforts of Nation Building across the globe in order to advance our strategic interests. The professional officer corps of the Army should be prepared to continue engaging in this difficult task in order to win the peace necessary for enduring global stability.

When using the term Nation Building a Soldier can intuitively envision an extremely complicated operational environment and given our recent past, justifiably so. Given that assumption, the criticality of the Intelligence Preparation of the Battlespace (IPB) process reducing said complexity is as high as it has ever been for any type of undertaking. It is for this reason that the Military Intelligence Corps should be adequately prepared to drive the planning and subsequent execution of Nation Building Operations. The question to answer is simple. Does the Army IPB process adequately support planning and operations in support of Nation Building Operations? Before discussing the role of intelligence in the Nation Building process, it is necessary to do two things. First, it is necessary to define the term Nation Building. Second, it is necessary to articulate why the term Nation Building is deliberately used and appropriate to the current operational environment.

Doctrinal Base Defining Nation Building

From an Army perspective, one does not come across the term Nation Building in any of the cornerstone Field Manuals (FM), namely FM 3-0 *Operations*, FM 5-0 *Army Planning and*

Orders Production or FM 6-0 *Mission Command: Command and Control of Army Forces*.

Instead the emphasis is on Stability and Support Operations.

FM 3-0 characterizes stability operations as military activities that are diverse, continuous and often long term. The purpose of Stability Operations is to promote and sustain regional stability.¹ According to FM 3-0 *Operations*, Stability Operations range from Peace Operations to Show of Force Operations. Key considerations for Stability Operations are the “leveraging of interagency, joint and multi-national cooperation; enhancing the capabilities and legitimacy of the host nation; understanding the potential for unintended consequences of individual and small unit actions; displaying the capability to use force in a non threatening manner; act decisively to prevent escalation; and applying force selectively and discriminately.”²

Support operations are characterized as providing the essential assistance, services, assets or specialized resources to help civil authorities deal with situations beyond their capabilities, thus meeting the immediate needs of designated groups for a limited time.³ Support Operations range from those executed domestically to Foreign Humanitarian Assistance. Considerations for Support Operations include providing essential support to the largest number of people in the area of operations, interagency coordination, establishing measures of effectiveness, and a rapid transition to civilian agencies.⁴

Each Stability and Support Operation offers its own complexities. The doctrinal shortfall lies in the implication that they are individual undertakings for the Army. The potential to execute multiple Stability and Support Operations simultaneously is not evident. Further research of Army doctrine reveals a similar tone. For example, FM 100-7, *Decisive Force: The Army in Theater Operations*, refers to this subject matter as Military Operations Other Than War

¹Department of the Army. FM 3-0, *Operations* (Washington, D.C.: US Government Printing Office, 2001), 9-1.

² Ibid., 9-14.

³ Ibid., 10-1.

⁴ Ibid., 10-13.

(MOOTW), capturing the operations of both Stability and Support, per FM 3-0 *Operations*. However they are listed as operations in peacetime and are designed to preclude the onset of conflict.⁵ FM 100-15, *Corps Operations* similarly refers to these tasks as MOOTW, also capturing those operations categorized into both Stability and Support per FM 3-0. Most notably, FM 100-15 *Corps Operations*, accounts for perseverance over time as one of its principles for executing any of the operations other than war. Thereby articulating a consideration of time vice merely addressing the potential for said operations. FM 3-07 specifically addresses *Stability Operations and Support Operations* but limits them to smaller scale contingencies and peacetime military engagements. FM 3-07 *Stability Operations and Support Operations* captures the same purposes and considerations for Stability and Support Operations as defined in FM 3-0 *Operations*.

Overall Army Doctrine acknowledges the broad scope of missions involving Stability and Support Operations. In general, Army Doctrine identifies the need for perseverance over time as a necessity. It correctly addresses the complexity of the environment and the potential variety of dynamics at play. However, Army Doctrine implies a focus on the execution of individual types of operations as opposed to the conduct of multiple concurrent tasks. Army doctrine lacks an emphasis on the need for preparing for and comprehensively addressing the majority of stability and support tasks in an environment where the Army must act, as a member of an interagency team, in a leading or supporting agency role simultaneously.

Ultimately the term Nation Building is not found, in and of itself, in any Army Doctrine. Furthermore, despite the fact that it is a term used worldwide by politicians, international organizations, and in news and scholarly publications, no single doctrinal definition exists to

⁵ Department of the Army. FM 100-7, *Decisive Force: The Army in Theater Operations* (Washington, DC: US Government Printing Office, 1995), 8-9.

include Joint Publications.⁶ The closest term to Nation Building is Nation Assistance. Nation Assistance defined in Joint Publication 1-02 *Department of Defense Dictionary of Military and Associated Terms*, “is civil or military assistance rendered to a nation by a foreign force within that Nation’s territory during peacetime, crises or emergencies, or in a war based on agreements mutually concluded between nations. Nation Assistance programs include, but are not limited to Security Assistance, Foreign Internal Defense, and activities performed on a reimbursable basis by Federal Agencies or International Organizations.”⁷ While Nation Assistance may be considered as analogous to Nation Building, by definition, it is probably much more limited in scope.

Nation Building Defined

It is necessary to identify a proposed definition of Nation Building for the sake of the remainder of this study. Gary T. Dempsey in writing *Fool’s Errands: Americas Recent Encounters with Nation Building*, defined Nation Building as “an intrusive form of foreign intervention with massive regulation of the policy making of the country in question. The process usually entails the replacement or in the case of anarchy the creation of governmental institutions and a domestic political leadership.”⁸ Colonel Jayne Carson, in a monograph titled *Nation Building: The American Way* defined it as “an intervention in the affairs of a state for the purpose of changing the states method of government. It also includes efforts to promote institutions that will provide for economic well-being and social equity.”⁹ James Dobbins in a Rand Study titled *America’s Role in Nation Building: From Germany to Iraq* defined it as “the use of armed force

⁶ Carson, Jayne A. Colonel, US Army, *Nation Building, The American Way* (U.S. Army War College, Carlisle Barracks, Pennsylvania, 2003), 1.

⁷ Joint Chiefs of Staff. Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms* (Washington, DC: US Government Printing Office, 2000), 312.

⁸ Dempsey, Gary T., *Fool’s Errands: America’s Recent Encounters with Nation Building* (Washington DC: CATO Institute, 2001), 2.

⁹ Carson, *Nation Building, The American Way*, 2.

to underpin an enduring political transformation.”¹⁰ Dobbins implies that Nation Building is the transformation of a society’s political processes, economic institutions, judiciary systems and infrastructure to the extent that a targeted nation can sustain itself.

The common themes that run through each of these definitions are an intervention, the transition of the government, and the establishment of other institutions necessary for an effective functioning society. In view of the aforementioned definitions as well as the purposes and considerations for Stability and Support Operations and the need for a mindset of preparing for them in a comprehensive, multi-task fashion the proposed definition for the sake of this study is as follows: Nation Building is the result of an intervention which focuses on establishing stable, enduring political, economic and societal institutions and the infrastructure to support them. The intent of this definition is to portray Nation Building as the complex problem that it is. Nation Building requires detailed planning, unity of effort, an emphasis on states that can manage its territories and allow people to coexist, and lastly a non-negotiable need for an enduring legacy that facilitates regional and global stability.

Inevitably of Nation Building

It is necessary to identify the importance of examining Nation Building Operations in the context of current and future operational environments. Two methods of examination follow. First, examining those documents, beyond doctrine, which govern the direction our military plans and prepares itself for the future. Second, studying the employment of the Army historically and in contemporary environment. In effect, addressing the inevitability of the Army’s role in Nation Building Operations.

The 2004 National Security Strategy (NSS) is a document that governs the potential employment of the military instrument of power. Throughout the NSS, there are implications of the use of the Army in Nation Building roles. The first of which are found in the President’s

¹⁰ Dobbins, James, *America’s Role In Nation Building: From Germany to Iraq* (Santa Monica: RAND, 2003), XIX.

opening comments. In sum, President Bush addresses the need to bring the hope of democracy, development of free markets and free trade to every corner of the world. More importantly is the statement referring to Afghanistan, which addresses the fact that the United States has already learned the lesson of “weak” states in terms of their danger to our National Interests.¹¹ The implication of potential Nation Building is clear, particularly if one focuses on the danger of “weak” states.

A weak state is a state in crisis due to geographical, physical or economic constraints. Weak states may suffer due to internal antagonisms, despots, or external attitudes. They typically harbor ethnic, religious, linguistic or intercommunal tension. Crime is high, physical infrastructure is deteriorating or shows neglect, political goods are not provided, and economic indicators are falling.¹² The combination of a desire to advance democracy and prevent weak states from being havens for threats implies an effort to go beyond simply providing aid but to actually facilitating Nation Building efforts.

In the first chapter of the NSS, An Overview of America’s International Strategy, a key point is that the United States is more threatened by failing states than it is by conquering ones. In that failed states are one step closer to collapsed states, the implication previously discussed is reinforced. The third chapter of the NSS, Defeat of Global Terrorism, identifies further implications. The fact that the struggle against terrorism will be over an extended period of time, with a persistent accumulation of successes where threats will be localized and then the key nation state will be supported with the necessary military, law enforcement, political and financial tools, all imply some form of potential Nation Building.¹³ Nation Building may become especially necessary in order to convince states to accept the responsibility to deny terrorists

¹¹ U.S Department of State, *National Security Strategy* (Washington, D.C.: US Government Printing Office, 2004), V.

¹² Ibid., 4.

¹³ Ibid., 5-6.

future support and sanctuary.¹⁴ The implications for Nation Building Operations become more direct in Chapter IV; “Work with Others to Defuse Regional Conflict.” In an effort to defuse Regional Conflict, the NSS states that when violence erupts and states falter, the United States will work with friends and partners to alleviate suffering and restore stability.¹⁵ The most pointed implications for potential Nation Building Operations exist in Chapter V; “Prevent Our Enemies from Threatening Us, Our Allies, and Our Friends with Weapons of Mass Destruction.”¹⁶ In an effort to prevent the threat of using Weapons of Mass Destruction (WMD), the NSS introduces the option of preemption to counter a threat to our National Security.¹⁷ The direct implication is that a state that is harboring an element which possess WMD with an intent for its use will likely require some form of military intervention. Subsequently there will be the need for an interagency effort to establish those enduring institutions addressed in the previously determined definition of Nation Building.

The 2004 National Military Strategy (NMS) also implies Nation Building Operations as a direction for the Army. The NMS states a requirement to take action to secure the United States from direct attack and counter, at a safe distance, those who seek to harm the country.¹⁸ The key phrase in this passage is to do so “at a safe distance”. The very objectives of the NMS, particularly the intent to adopt a global posture and take action to prevent conflict or surprise attack also implies the potential for Nation Building Operations. The environments which those

¹⁴ U.S. Department of State, *National Security Strategy*, 6.

¹⁵ *Ibid.*, 9.

¹⁶ Joint Chiefs of Staff. Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms* (Washington, DC: US Government Printing Office, 2000), 573-4. Weapons of Mass Destruction are weapons capable of a high order of destruction and/or being used in such a manner as to destroy large numbers of people. Weapons of Mass Destruction can be high explosives or Nuclear, Biological, Chemical or Radiological weapons, but exclude the means of transporting or propelling the weapons where such means are a separable and divisible part of the weapon.

¹⁷ U.S Department of State, *National Security Strategy*, 15.

¹⁸ U.S Department of Defense, *National Military Strategy* (Washington, D.C.: US Government Printing Office, 2004), 1.

wishing to attack the United States would seek haven in are those that will require a Nation Building effort to secure and stable environment, i.e. weak, failing or collapsed states.¹⁹

The NMS has very pointed implications for Nation Building Operations. In addressing the key aspects of the security environment, it reflects on operations in Afghanistan and Iraq. Specifically, the NMS states that “our experiences highlight the need for a comprehensive strategy to achieve longer term national goals and objectives, and that we must adopt an active defense in depth that merges joint force, interagency, International Non Governmental Organizations, and multi-national capabilities in a synergistic manner.”²⁰

These comments indicate a more comprehensive approach to advancing our NSS objectives vice exerting limited stability or support operations. The most direct implication of the need for Nation Building Operations is evident whereby the NMS directs the development of one of four Joint Operating Concepts that focuses on Stability Operations.²¹ In reviewing this document, it is clearly a move towards preparing for military participation in Nation Building Operations. Particularly as it is directed to address the need for Interagency and Multi-National cooperation to prevent or reestablish a stable environment by integrating diplomatic, economic, financial, intelligence, law enforcement and information efforts in states that are at risk of being weak or failing.²²

In addition to identifying direct implications for a need to concentrate on Nation Building Operations from our NSS and NMS one must consider the inevitability of the task. The inevitability of the task can be seen, in the US Army’s history, as far back as the US-Mexican War of 1846-1848. In Mexico City, Major General Winfield Scott’s 10,000 man garrison conducted sanitation, law enforcement, ran the courts, officiated elections, collected taxes, and

¹⁹ U.S Department of Defense, *National Military Strategy*, 2.

²⁰ Ibid., 5.

²¹ Ibid., 12-13.

²² Ibid.

regulated businesses while still in a state of war.²³ During the Civil War and in post conflict years, Union operations were similar to those conducted in Mexico and have been characterized as among the most difficult non-combat duties the Army performed during the 19th Century.²⁴ Nation Building had to occur following both operations in order to ensure a stable, functioning society that would not be a threat to US interests, regardless of the reason for going to war.

More contemporary history also points to the inevitability of Nation Building Operations. US intervention in Haiti in 1994 was triggered by UN Security Council Resolution 940 which authorized the US to use “all necessary means” to restore democracy.²⁵ This would be the third such intervention by the US in Haiti since 1915. Haiti was a nation in such a state of disrepair that it required the transition to enduring institutions that would stabilize, if nothing else, the flow of refugees to the United States.

The United States intervention in Bosnia was initially determined to be a one-year mission. Deputy Secretary of State Talbott elaborated on the President’s one-year commitment, stating “there would be no mission creep from purely military tasks into Nation Building.”²⁶

However, the one-year commitment has been routinely extended. Strictly military tasks associated with peacekeeping evolved into support to operations facilitating the achievement of three Nation Building associated objectives. These objectives were the creation of an independent judiciary, freedom of the media from political control, and the establishment of enduring multi ethnic political institutions.²⁷ Identifying these benchmarks as part of an exit

²³ Joseph G. Dawson III, “Reconstruction as Nation Building: The US Army in the South” (paper presented at the US Army Training and Doctrine Command and Combat Studies Institute, US Army Command and General Staff College Conference on Armed Diplomacy, Two Centuries of American Campaigning, Fort Leavenworth, Kansas, 5-7 August 2003), Combat Studies Institute, Fort Leavenworth, Kansas.

²⁴ Ibid.

²⁵ Dempsey, *Fool’s Errands: America’s Recent Encounters with Nation Building*, 55.

²⁶ Strobe Talbott, “Job Can Be done in Bosnia and Risks Can Be Managed,” Remarks delivered to the Pittsburgh World Affairs Council, December 14, 1995.

²⁷ Maness, David L. Colonel, U.S. Army, *Bosnia-Herzegovina More Time is Required* (U.S. Army War College, Carlisle Barracks, Pennsylvania, 2001), 3.

strategy clearly indicates the need for a comprehensive Nation Building focus to ensure lasting stability rather than strictly peacekeeping operations.

Not only historical examples dictate the inevitability of Nation Building Operations. In the foreword to Dr. Conrad Crane's study entitled "Landpower and Crises: Army Roles and Missions in Smaller Scale Contingencies during the 1990's, the Director of the Strategic Studies Institute states Nation Building is inevitable due to a "capabilities mismatch." He identifies that fact that "despite the desire to limit military involvement in Nation Building, the capability mismatch between military and civilian organization with the requirements of peace operations makes it unavoidable."²⁸

The idea that Nation Building is the best defense against attacks on our national interests also indicates a trend of inevitability towards a focus on these operations. Following 9/11, and during Operation ENDURING FREEDOM, the European Union's External Affairs Commissioner, Chris Patten, stated that "the existence of failed states is something which contributes to both regional and global instability; that is a problem to which we must devote more time, political energy and money."²⁹ German Foreign Minister Joschka Fischer reinforced this point. He stated, "Investments in peace are now more essential than ever in light of the threat from a murderous international terrorist network. It has to mean a greater commitment to the construction of civil societies."³⁰

Whether the idea that Nation Building is the best defense is accepted is not the point. Historical precedent, military capability and the implied tasks of the NSS and NMS all reinforce the notion of the importance of Nation Building Operations and the Army's ability to execute them.

²⁸ Crane, Conrad C., *Landpower and Crises: Army Roles and Missions in Smaller Scale Contingencies During the 1990s* (US Army War College, January, 2001), iii.

²⁹ Dempsey, Gary T., "Old Folly in a New Disguise, Nation Building to Combat Terrorism". *Policy Analysis*. (March 2002), 2.

³⁰ Ibid.

INTELLIGENCE PREPARATION OF THE BATTLESPACE AND NATION BUILDING OPERATIONS

In this study the issue at hand is whether the Army IPB Process adequately supports the planning and execution of Nation Building Operations. A necessary step in resolving the answer to this issue is an analysis of the doctrine surrounding the IPB Process. Given the fact that the term Nation Building is not found in doctrinal terms, Army or Joint, the IPB focus must also turn towards those similar or overlapping areas described in Chapter 1. Specifically, the areas of Stability and Support, or if the doctrine is older, Military Operations Other Than War (MOOTW), must be reviewed. In order to address the issue of IPB support the emphasis will be on the process and its relevance to the base doctrine described in FM 3-0 *Operations* and FM 3-07 *Stability Operations and Support Operations*. The intent of the review is to identify the fundamentals of the IPB process, as they would apply directly to Nation Building Operations.

Similar to the previously discussed method of determining the definition of Nation Building, the doctrinal review must begin with the Joint IPB (JIPB) process despite the fact that this is an Army question. The rationale is straightforward. The Joint IPB Process should be driving the component's processes and it may provide insights or solutions to any identified gaps in the Army Process.

Joint Publications 3-0 *Doctrine for Joint Operations* and 3-07 *Joint Doctrine for Military Operations Other Than War* both address MOOTW. In Joint Publication (JP) 3-0 *Doctrine for Joint Operations* MOOTW is just one chapter of many that runs the gamut of joint operations. In Joint Publication 3-07 *Joint Doctrine for Military Operations Other Than War*, MOOTW is a specific focus on those operations subordinated to stability or support operations. The intelligence dynamic is addressed in both but only on a general level. JP 3-0 *Doctrine for Joint Operations* highlights the need to utilize the proper mix of intelligence and information collection but also the need for finding a unit that can properly receive, store, and merge intelligence

information and assets.³¹ JP 3-07 *Joint Doctrine for Military Operations Other Than War* emphasizes the need for “an appropriate mix of intelligence collection per the requirement for a broader focus on the political, cultural, economic and infrastructure factors that are unique and subtle problems not always encountered in war that affect the situation.”³² JP 3-07 *Joint Doctrine for Military Operations Other Than War* identifies the scope of what must be addressed in the IPB process but does not discuss it in any detail.

A detailed discussion of IPB in support of operations is covered in Joint Publications 2-0 Doctrine for Intelligence Support to Joint Operations, 2-01 Joint Intelligence Support to Military Operations and 2-01.3 Joint Tactics, Techniques, and Procedures for Joint Intelligence Preparation of the Battlespace. JP 2-01.3 focuses solely on the JIPB Process. In sum, JP 2-01.3 focuses on describing the process itself, JIPB in support of decision-making, support to specific Joint Force Activities and its role in support of MOOTW. A revealing comment about the doctrine is seen early in the publication. The main focus of JIPB is in “providing predictive intelligence designed to help the Joint Force Commander discern the adversaries’ probable intent and most likely future course of action.”³³

Initially the publication appears to be geared primarily towards conventional operations and in the case of MOOTW, focused only on the threat operations and how the battlespace impacts them. The JIPB Process, per JP 2-01.3 is captured graphically in the figure below:

³¹ Joint Chiefs of Staff. Joint Publication 3-0, *Joint Operation*, (Washington, DC: US Government Printing Office, 10 September 2001), V-4.

³² Joint Chiefs of Staff. Joint Publication 3-07, *Joint Doctrine for Military Operations Other Than War* (Washington, DC: US Government Printing Office, 16 June 1995), IV-2.

³³ Joint Chiefs of Staff. Joint Publication 2-01.3, *Joint Tactics, Techniques and Procedures for Joint Intelligence Preparation of the Battlespace* (Washington, DC: US Government Printing Office, 2000), I-1.

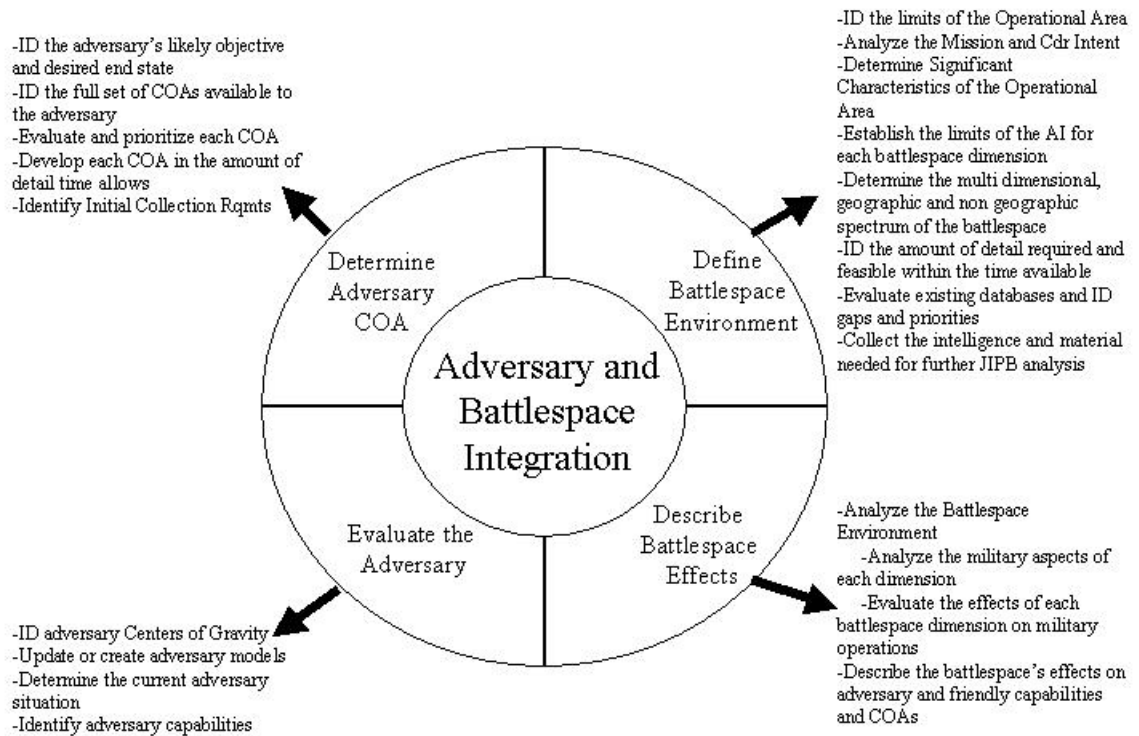


Figure 1-JIPB Process

In order to analyze its relevance to Nation Building Operations it is necessary to evaluate each of the four steps in more detail. Step 1 of the JIPB process is centered on two key points. The first point is that the battlespace consists of both geographic and non-geographic dimensions. Second, that the failure to identify all the relevant characteristics may lead to the joint force being surprised and unprepared when some overlooked feature of the battlespace exerts a negative influence on the accomplishment of the Joint Force's mission.³⁴ As shown on the previous graphic, the embedded steps in Defining the Battlespace Environment provide a methodology to accomplish the key points.

³⁴ Joint Chiefs of Staff. Joint Publication 2-01.3, *Joint Tactics, Techniques and Procedures for Joint Intelligence Preparation of the Battlespace*, II-2.

In terms of addressing Nation Building Operations, the eight steps of Defining the Battlespace Environment do not specify a direct linkage. However, looking closely at the step that seeks to determine the significant characteristics of the joint forces operational area and determine the full, multi dimensional, geographic and non-geographic spectrum of the Joint Forces Battlespace could provide a link to Nation Building. In these steps the Joint Publication dictates that the joint force staff must move beyond addressing only the concrete, physical aspects of the geographic environment and that the battlespace must encompass all characteristics of the environment, factors and conditions to successfully apply combat power, protect the force or complete the mission.³⁵ The implication is that the initial analysis must be tailored to the mission and if the mission dictates Nation Building Operations then the analysis must be tailored accordingly. However, at this juncture the JIPB Process initially falls short. By its own admission this step is a cursory examination of each battlespace dimension in order to identify those characteristics of significance or relevance to the joint force and its mission.³⁶ This shortfall is noteworthy because it only provides a limited menu of areas to consider. In all likelihood the intent is to avoid being overly prescriptive in terms of focusing the initial analysis. Whether or not this is right or wrong is subjective. In the end, it seems that the more complex a task is, the greater the need for a more expansive point of departure for the analyst.

The process for Step 2 of the JIPB Process is Describing the Battlespace Effects. The focus is on identifying and analyzing the militarily significant existing and projected environmental characteristics of each battlespace dimension.³⁷ They are then analyzed to determine their effects on adversary and friendly courses of action. The predominance of writing on this step focuses on the processes and products as they support a conventional fight, OCOKA (Observation, Cover and Concealment, Obstacles, Key Terrain, Avenues of Approach) factors

³⁵ Joint Chiefs of Staff. Joint Publication 2-01.3, *Joint Tactics, Techniques and Procedures for Joint Intelligence Preparation of the Battlespace*, II-6.

³⁶ Ibid., II-4.

³⁷ Ibid., II-9.

and their impact upon each of the service components, and standard weather effects. The Joint Publication's discussion of other characteristics of the Battlespace Environment, specifically time, political constraints, environment and health hazards, infrastructure, industry, agriculture, economics and politics is useful upon first glance but, similar to the shortfalls in Step 1, falls short in terms of the needed depth.

Steps 3 and 4, Evaluating the Adversary and Determining Adversary Courses of Action, are both conventional threat focused and thus not very suitable for analysis in the context of the complexities of a Nation Building Operation.

Chapter V of JP 2-01.3 focuses on JIPB support to MOOTW. In JP 2-01.3 the primary difference between JIPB for conventional war and MOOTW is one of focus; particularly in the high level of detail required, and the strong emphasis placed on demographic analysis to support planning. As pointed out in Chapter 1 of this study, there are 12 types of MOOTW identified in Joint and Army doctrine. This in turn dictates that the analyst indicate the intent of each step in the JIPB process and as a result adapt and innovate the JIPB products accordingly.³⁸

Unfortunately, consistent with Chapter II of JP 2-01.3, the subsequent work in Chapter V is a limited menu of considerations and tools that reiterate the basic JIPB Process areas of analysis.

In sum, JP 2-01.3 is a doctrinal publication that is detailed in its discussion of the process of Joint Intelligence Preparation of the Battlespace, but falls short in the area of support to Nation Building. A significant amount of effort is made to articulate JIPB in support of conventional operations utilizing products and examples. However when the discussion moves to JIPB in support of MOOTW the effort is limited. Unfortunately, references to other manuals/publications that spend a considerable amount of effort on specific MOOTW are subsequently remiss in the discussion of the JIPB Process.

³⁸ Joint Chiefs of Staff. Joint Publication 2-01.3, *Joint Tactics, Techniques and Procedures for Joint Intelligence Preparation of the Battlespace*, V-4.

As a result, a limited menu of considerations and tools are shown but there is little to no discussion of their integration together, in effect treating them as distinctively separate operations. Furthermore, there is no discussion of their integration into anything cohesive, simultaneous or as complex as an overall mission of Nation Building. All that is provided is a detailed discussion of the doctrinal steps and considerations for MOOTW, not the inevitable synthesis required for intelligence support to Nation Building Operations.

Army IPB Doctrine and Nation Building

In order to maintain as contemporary an outlook as possible, the analysis of the Army IPB doctrine will not be FM 34-130 *Intelligence Preparation of the Battlefield* (July 1994) but rather Draft FM 2-01.3 *Intelligence Preparation of the Battlespace* (February 2003). While this document is in draft form, the contemporary nature is readily apparent. A simplistic example of this is the fact that FM 34-130 addresses only 10 of the 12 recognized Stability and Support Operations and does so over a mere eighteen pages, whereas Draft FM 2-01.3 addresses Stability and Support Operations as separate chapters.

The framework of Draft FM 2-01.3 is different from its predecessor and follows FM 3-0 in terms of breaking down types of operations into offensive, defensive, stability and support. Nation Building, in and of itself, is not addressed, but the required holistic approach is hinted at initially as the FM seeks to describe the eleven variables of the operational environment that must be considered above and beyond the six dimensions of the operational environment as described in FM 3-0 (Threat, Political, Unified Action, Land Combat, Information, Technology). The eleven variables are “Nature and Stability of the State, Regional and Global Relationships, Economics, Demographics, Information, Physical Environment, Technology, External Organizations, National Will, Time, and Military Capabilities.”³⁹

³⁹ Department of the Army, Draft FM 2-01.3, *Intelligence Preparation of the Battlespace* (Washington, DC: US Government Printing Office, February 2003), Line 1047.

Draft FM 2-01.3 likely identifies these variables with the intent of forcing intelligence personnel to broaden their perspective of the means by which our adversaries will seek to gain parity or near parity with the United States.⁴⁰ Although the tone of the discussion establishing the need to consider the eleven variables remains conventional fight focused, the nature of the variables themselves begin to allow for a more comprehensive approach that will be suitable for IPB in support of Nation Building Operations.

Draft FM 2-01.3 addresses the four steps of the IPB Process itself over the course of four chapters. Chapter 2 of the Draft FM addresses Step 1, Defining the Battlespace Environment. While reflective of the Battlespace framework and organization as described in FM 3-0, the Draft FM takes on a broader approach to the problem in terms of identifying Characteristics of the Environment and categories of adversaries. The table below captures both the “traditional” characteristics of the environment as well as the inclusion of aspects reflecting a more comprehensive approach per Draft FM 2-01.3.

⁴⁰ Department of the Army, Draft FM 2-01.3, *Intelligence Preparation of the Battlespace* (Washington, DC: US Government Printing Office, February 2003), Line 920.

Characteristics of the Environment (Draft FM 2-01.3)

- | | | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • Geography, Terrain and Wx of the area <ul style="list-style-type: none"> - History of the area - Hydrological Data - Elevation Data - Light Data - Avg Precipitation - Temp Extremes - Wind Speed Extremes and Direction - Humidity - Soil Composition - Vegetation - Wildlife - Diseases • ROE <ul style="list-style-type: none"> - Legal Mandate - Cdr Guidance - Treaties - US Laws | <ul style="list-style-type: none"> • Population Demographics <ul style="list-style-type: none"> - Ethnicity - Religion - Languages - Media - Density - Age Demographics - Living Conditions • Political/Social/Economic Factors <ul style="list-style-type: none"> - Allocation of Wealth - Means of income - Disparities between Groups - Political Grievances - Political Affiliations - Loyalty to local, regional, national govt - Technology Base | <ul style="list-style-type: none"> • Infrastructure <ul style="list-style-type: none"> - Govt Services - Transportation - LOCs - Public Utilities - Internet - Banking - Fiber Optic Net - Cellular Net • Enemy Forces <ul style="list-style-type: none"> - Military - Paramilitary - Terrorist Org. - Drug Trafficking - Criminal Groups - NGO - 3rd Nation Spt - Wpns and Equip |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Figure 2-Characteristics of the Environment

The drawback to this development is the stated desire to then place these characteristics into the traditional thirteen Target Categories as seen below:

Target Categories (FM 2-01.3 Draft)

- Command, Control Communications
- Fire Support
- Maneuver
- Air Defense
- Engineer
- Reconnaissance, Intelligence, Surveillance and Target Acquisition
- Lines of Communication
- NBC
- Radio Electronic Combat
- Bulk Fuels
- Ammunition Storage Sites
- Maintenance and Repair Units
- Lift

Figure 3-Target Categories

Simple analysis demonstrates that characteristics such as income, political affiliation, and Public Utilities do not fit into Target Categories designed for conventional operations.

Chapter 3 focuses on Step 2 of the IPB Process, Describe the Battlespace Effects. The intent of this chapter is to explain how the Battlespace environment effects both friendly and enemy operations.⁴¹ This is done in two parts, analyzing the environment and describing the effects on enemy and friendly capabilities and courses of action. The bulk of this chapter is focused on conventional operations both from a terrain and weather perspective. Not until analyzing the Other Characteristics of the Battlespace does it begin to emphasize those factors influencing specifically on the broad scope of Nation Building Operations. However, due to the

⁴¹ Department of the Army, Draft FM 2-01.3, *Intelligence Preparation of the Battlespace*, Line 1547.

complexity of the environment and the fact that the characteristics of the Battlespace could vary greatly with each circumstance, a comprehensive list is not provided.⁴² Instead, what began as a comprehensive approach in Step 1 is reduced to merely considering characteristics in such generalities as Infrastructure, Demographics, Economics, Politics, and Civilians in the Battlespace.

Chapters 4 and 5 of Draft FM 2-01.3, Evaluate the Threat and Determine Threat Courses of Action, fall short of taking the comprehensive approach necessary for Nation Building. The doctrine is written similarly to the Joint Doctrine, emphasizing conventional operations. The discussion of Evaluating the Threat does identify examples of analytical tools or presentation means that are more indicative of the environment associated with Nation Building (Link Diagrams, Religious Overlays, Time Event Charts), but they are rudimentary examples only and are for the most part out of context with a larger problem set. Accordingly, the assumption is that a detailed discussion of the IPB Process as it would pertain to or address Nation Building Operations would be found in Chapters 8 and 9 during the discussion of Stability and Support Operations respectively.

The opening paragraph of Chapter 8 contradicts this assumption stating that while the IPB process remains constant regardless of mission, environment, unit, staff section or echelon, the art of applying IPB to Stability Operations is the proper application of the steps to specific situations.⁴³ These specific situations are the ten individual types of Stability Operations. A virtue of the Draft FM in this Chapter is that for each of the types of Stability Operations, it addresses the four steps of the IBP Process to provide a basic frame of reference from which to begin. These same virtues are evident in the Chapter dedicated to Support Operations.

⁴² Department of the Army, Draft FM 2-01.3, *Intelligence Preparation of the Battlespace*, Line 2131.

⁴³ Ibid., Line 4121.

In spite of these virtues, there is a shortfall. Chapters 8 and 9 identify and address each operation individually and in spite of potential overlap in focus areas, lack a comprehensive approach in terms of IPB in support of these operations. Overcoming this gap would begin to provide a more comprehensive IPB approach to the contemporary environment of Nation Building. For example, the two charts below, per Draft FM 2-01.3, address IPB in support of a Stability Operation (Peacekeeping) and a Support Operation (Foreign Humanitarian Assistance). The advantages of combining the two in support of planning for each process shows the preliminary indications of a comprehensive approach that begins to support Nation Building Operations. This is especially so if one returns to the gist of the original definition of Nation Building, establishing sustaining institutions following an intervention.

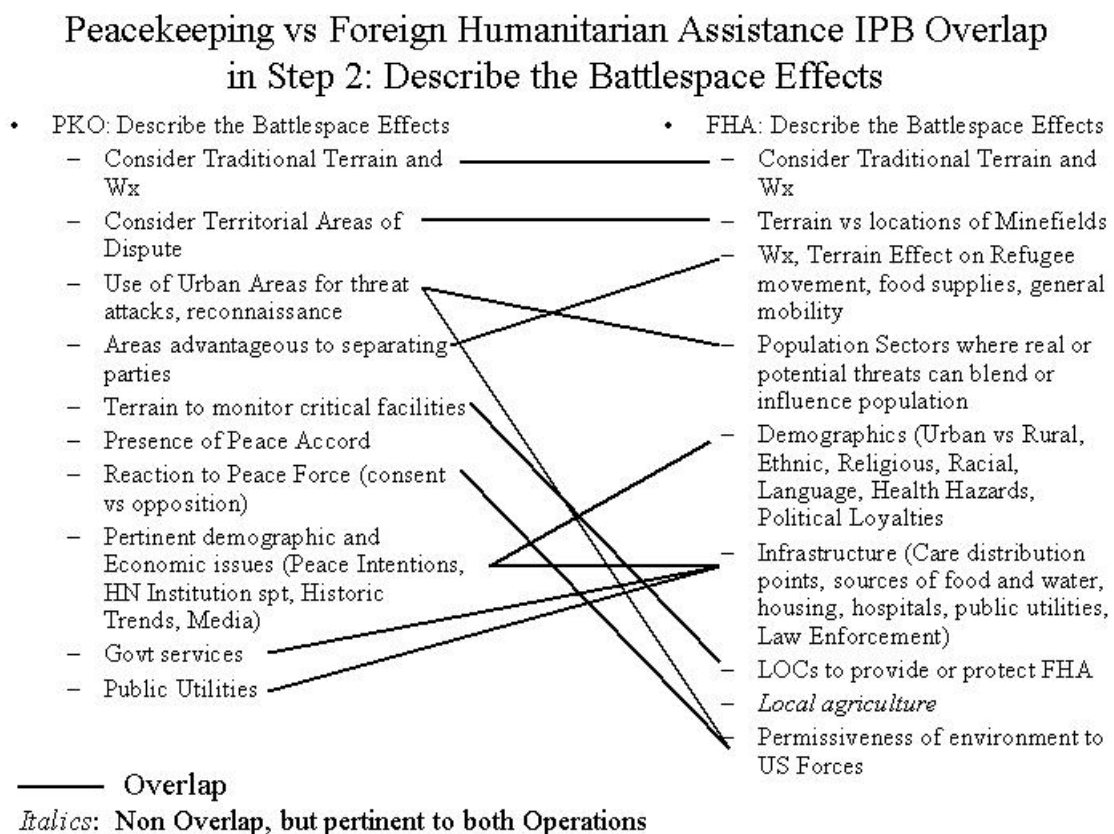


Figure 4-PKO vs. FHA

The fact is that both roles will be taken on by the Army, and rather than establish doctrine that addresses operations by exception, it makes better sense to write the doctrine that allows for an IPB process that will comprehensively drive the planning and execution processes. A successful IPB effort remains focused on establishing databases that prevent commanders from being surprised, regardless of the initial understanding of the environment.

The intent of this Chapter was to review Joint and Army IPB Doctrine. Specifically to review the steps of the IPB Process in general and then as they applied to those operations most closely associated with Nation Building, Stability and Support Operations. As discussed, there are gaps in the doctrine, as it would support Nation Building Operations. These gaps can be categorized into three general areas. The first gap stems from the fact that current doctrinal IPB approaches generally remain conventional threat focused. The second gap is specific to the work done on Stability and Support Operations. This gap is one of generalities. The doctrine guides one to tailor the IPB specific to the situation or operation but the doctrine primarily addresses general considerations only. The third gap is a result of the review of the chapters regarding IPB in support of Stability and Support Operations. In this instance, the rule is to address them as distinct events. This forces the intelligence analyst to put together the comprehensive picture as a result of anticipating other potential occurrences in the contemporary operating environment versus the doctrine establishing a cohesive starting point that drives the planning and execution process.

In view of these gaps it is incumbent upon the author to build a comprehensive picture using the current doctrine that would facilitate a comparison against historical operations and their specified and implied lessons learned from an intelligence perspective. In doing so a comparison can then be made as to the areas where doctrine is applicable and where it must emerge to overcome shortfalls. This composite is addressed in the framework of the four steps of the IPB process. The intent, shown below, is to build a composite worksheet that addresses all of the different Stability and Support Operations according to Draft FM 2-01.3.

IPB Steps 1&2: Define the Battlespace Environment & Describe the Battlespace Effects

- | | | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> ▪ Geography, Terrain, Wx <ul style="list-style-type: none"> - History of the area - Cause of Conflict, Historic Trends - Hydrological Data - Elevation Data - Light Data - Avg Precipitation - Temp Extremes - Wind Speed Extremes and Direction - Humidity - Soil Composition - Vegetation - Wildlife - Diseases | <ul style="list-style-type: none"> ▪ Population Demographics <ul style="list-style-type: none"> - Ethnicity - Religion <ul style="list-style-type: none"> ▪ Locations ▪ Leaders - Languages - Media - Density - Age Demographics - Living Conditions - Actors and Influencers <ul style="list-style-type: none"> ▪ Political ▪ Police ▪ Military ▪ Criminal ▪ Religious ▪ Population | <ul style="list-style-type: none"> ▪ Infrastructure <ul style="list-style-type: none"> - Govt Services <ul style="list-style-type: none"> ▪ Location ▪ Civ Experts - Transportation - LOCs - Public Utilities <ul style="list-style-type: none"> ▪ Locations ▪ Civ Experts - Internet - Banking - Fiber Optic Net - Cellular Net - Cultural Sites - Routes of Commerce - Drug Distribution points - HN Psyop Capabilities - Hospital/Medical Facilities |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Figure 5-IPB Steps 1&2 (Current)

IPB Steps 1&2: Define the Battlespace Environment & Describe the Battlespace Effects

- | | | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> ▪ ROE <ul style="list-style-type: none"> - Legal Mandate - Cdr Guidance - Treaties - US Laws - Peace Accords | <ul style="list-style-type: none"> ▪ Political/Social/Economic Factors <ul style="list-style-type: none"> - Allocation of Wealth - Means of income - Disparities between Groups - Political Grievances - Political Affiliations - Loyalty to local, regional, national govt - Technology Base - Sincerity of Political/Govt Environment - Reform Activities that may affect uncommitted - Political Violence/Tolerance - Education System and Leaders - Living Conditions - Radiation Sickness - WMD Key Personnel - Political Acceptance of the US - Seats of Power and Jurisdiction - Agriculture assets, Food Supplies | <ul style="list-style-type: none"> ▪ Enemy Forces <ul style="list-style-type: none"> - Military - Paramilitary - Terrorist Org. - Drug Trafficking - Criminal Groups - NGO - 3rd Nation Spt - Wpns and Equip - Areas Advantageous to Hostile Forces - Sanctuaries - Neutral Parties - Anti US Demonstration Sites - Chem Shipment and Use - Gangs |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Figure 6-IPB Steps 1&2 cont. (Current)

IPB Steps 3&4

- Evaluate the Threat
 - Capabilities
 - NBC
 - ISR
 - EW Ops
 - Air Assets
 - Eng Assets
 - AASLT/ABN Ops
 - Amphib Ops
 - River Ops
 - Psyops
 - Deception
 - Bombing/Car Bombing
 - Raids
 - Hijacking
 - Theft
 - Actors and Influencers
 - Political
 - Police
 - Military
 - Criminal
 - Religious
 - Population
 - Financial Backing
 - Facilities
 - Sustainment
 - Medical Support
 - Smuggling Capability
 - C4I
- Determine Threat COAs
 - Actions that violate Peace
 - Other Actors/Influencers reactions to violations
 - History of Popular Spt
 - Safe Houses
 - Means of Political, \$, Training Support
 - Special Skills Training
 - Tactics
 - Assassination
 - Bombing
 - Hijacking
 - Hostage Taking
 - Kidnapping
 - Raids
 - Sabotage
 - Ambushes
 - IO/Opinion Makers
 - WMD Allocation of Wealth
 - Phasing of Threat Agenda
 - Spread of Disease (Non WMD related)
 - Criminal Patterns
 - Refugee Triggers

Figure 7-IPB Steps 3&4 (Current)

NATION BUILDING CASE STUDIES

The following is a review of case studies in order to learn relevant lessons regarding Intelligence Preparation of the Battlespace. Each of these case studies will consist of a synopsis of the historical setting, operational lessons learned, and through inference and analysis, the IPB lessons learned. In general the Nation Building operational lessons learned emphasize two areas. The first is the need for a safe and secure environment. The second is the need for an expeditious, yet feasible return of government and civil services. This expectation is drawn from the definition of Nation Building articulated previously in this study. Nation Building is the result of an intervention that focuses on establishing stable, enduring political, economic and societal institutions and the infrastructure to support them.

The aforementioned expectations are reinforced continuously in Nation Building related writings. For example, Minxin Pei and Sara Kasper, in their Carnegie Foundation Policy Brief titled “Lessons from the Past: The American Record in Nation Building” emphasize three variables that make Nation Building work.⁴⁴

The first variable is gaining an understanding of the social and political attributes of the target nation, essentially understanding their internal characteristics. The second variable is a conveyance of the target nation and outside powers geopolitical interests. In other words, establishing buy in by all the stakeholders as to the national and strategic end state of the operation. The third variable is a commitment to economic development in the target country beyond aid, essentially the launch of self-sustaining institutions and development processes. Pei and Kasper do not address the issue of stability and security on the surface but the nature of their position in terms of understanding the social and political environment and establishing enduring institutions imply a safe operating environment for successful Nation Building Operations.

In order to achieve the appropriate awareness and focus for successful Nation Building Operations it is necessary to execute the detailed IPB that will describe the planning and executing efforts. The case studies reviewed will be Germany, Somalia, Bosnia and Afghanistan.

Nation Building Case Study-Germany

In May 1945, President Franklin Roosevelt’s decision to only accept the unconditional surrender of the Germans was fulfilled. A series of conferences and summits leading up to this surrender had dictated the direction that post conflict operations would take. The Potsdam Conference called for the destruction of Nazism, the disarmament of Germany, the punishment of war criminals, decided on borders and occupation areas, and the establishment of an economy that would sustain the German people but not give them the capability to wage war.⁴⁵

⁴⁴ Pei, Minxin and Sara Kasper, “Lessons From the Past: The American Record on Nation Building”. *Carnegie Endowment for International Peace*, (24 March 2003), 1.

⁴⁵ Dobbins, *America’s Role In Nation Building: From Germany to Iraq*, 3.

Given this general direction, Allied Military Forces were faced with an environment that reflected a completely defeated enemy. In sum, the threat to a secure and stable environment was assessed to be in the form of war criminals, renegade military forces, millions of refugees both in and out of Germany, and no means of law enforcement, which coupled with massive food shortages and no economy to speak of, implied potential widespread crime.⁴⁶ Civil institutions were equally lacking. The German society and its associated institutions had completely collapsed and a great deal of industrial and transportation infrastructure was damaged.

Invariably the mention of Germany, when it comes to Nation Building, is considered a success. However, even with a simple description of the environment as described above, the actual planning and execution was long, detailed and not without significant lessons learned. These lessons fall generally into the realms of security, societal, economic and infrastructure. In the realm of security, United States officials planned to deal with significant residual German resistance. Local civilians feared the return of Nazis or former German military as well as took part in or suffered from looting and criminal behavior.⁴⁷ This assessment resulted in the initial use of American forces and then following reduction in troop strength, a constabulary force. The constabulary force was used to respond to incidents of civil unrest, conducted police patrols, interdicting smuggling, collecting intelligence and the training of a self sufficient German Police Force.⁴⁸ In the end, emerging threats and widespread criminal activity was prevented.

In the realm of societal issues, US efforts were able to implement democracy from the local to national level by 1949.⁴⁹ This effort has endured to present day due in large part to the acceptance and effort of the German people.

⁴⁶ Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 5.

⁴⁷ Naething, Robert R., Colonel, U.S. Army, *Transformation and the Future of Post Conflict Operations: Lessons from our Nation's Past* (U.S. Army War College, Carlisle Barracks, Pennsylvania, 2004), 11.

⁴⁸ Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 21.

⁴⁹ *Ibid.*, 21.

In the economic and infrastructure realm, United States efforts focused on the rapid infusion of humanitarian assistance and reestablishing government and economic services.⁵⁰ These efforts were in place prior to the surrender of the Germans and are best summarized by the 1944 Bretton Woods agreement and Marshall Plan which infused over \$13 billion to Europe.⁵¹ Especially crucial to these efforts was the housing, water, public utilities, food, coal electric, oil, steel and infrastructure distribution and reconstruction that was provided to avert humanitarian disasters as well as jumpstart enduring economic institutions.

In order to properly conduct the Intelligence Preparation of the Battlespace necessary to succeed in planning and executing Nation Building Operations the implied lessons of Germany are significant. In an effort to create a secure and stable environment it is imperative to be able to identify and understand the characteristics of the remaining military threat in the realm of conventional military forces, unconventional military forces, local militias, weapons, facilities and sustainment means being used, evolving chains of command and influence on the local population. In addition, an understanding of the potential criminal threat must be assessed. For example, beyond organized crime and its associated hierarchy, methods and focus, what will the environment look like for crime incident to post major combat operations? What are the needs and shortages of the local population that will drive crime and who are the targets? What were the historical patterns in local areas? Who are the criminals and what is their disposition? Where are the police stations, officers and jails and what is the anticipated capability? In sum, in order to ensure a secure and stable environment a fundamental understanding of what was the norm in terms of military and criminal activity, must be cross walked against operations and intended effects in order to determine what can be used to achieve effects. The intent is to provide an IPB product that will identify the intended and unintended consequences.

⁵⁰ Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 22.

⁵¹ Naething, Robert R., *Transformation and the Future of Post Conflict Operations: Lessons from our Nation's Past*, 10.

In order to facilitate the transition to a democratic like state a significant appreciation and assessment must be made about the demographics of an area. Specifically the IPB must describe the ethnicities present, the religions present to include the locations of places of worship and the associated leadership, languages being spoken, population density, age, living conditions, allocation of wealth and means of income. This information provides the backdrop against which an analysis of social and political factors will allow Nation Building Operations to establish the process for initiating elections and establishing government. The key social and political factors revolve around understanding previous political systems, parties, formal and informal leaders, affiliations, political grievances, loyalty to former local, regional and national government officials, patterns of political tolerance or violence, and the education system. This information will provide an appreciation of previous experience, previous and potential leaders, reasonable expectations for understanding democracy, and means of educating future generations.

In order to facilitate the transition to enduring economic institutions and infrastructure, it is necessary to achieve a thorough description of the pertinent battlespace and its effects. From an infrastructure perspective understanding the current state of the previous and remaining government services, associated civilian expertise, transportation nodes, lines of communications, hospital and medical facilities and public utilities as well as what is projected to remain is imperative. An accurate portrayal of the infrastructure status will potentially create or help eliminate humanitarian crises. Understanding this part of the environment will allow an initial focus for assistance to the population. Not only in terms of what is there but what is missing and the means by which to get it there. Subsequent to the initial needs, an assessment must be conducted in terms of the industrial, financial and import/export systems within the country. Enduring institutions will require operating expertise, potential rebuilds or enhancement, security, monetary assistance and resource inputs to not only restart but also to expand the inherent or existing capabilities and institutions. Doing so will allow the gradual build up of the enduring institutions necessary for immediate assistance and long-term success.

Post World War II Nation Building Operations in Germany were a combination of multiple contemporary Stability and Support Operations. These operations include Peace Operations, Security Assistance, and Humanitarian and Civic Assistance. The importance of understanding this is significant. Following major combat in Germany there were multiple operations underway simultaneously. This required a comprehensive Intelligence Preparation of the Battlespace effort that described and discussed the potential effects of the environment.

The doctrine driving the IPB process should be comprehensive in its approach so as to ensure there are no unintended gaps in the planning process that will become evident in the execution. This doctrine should drive Intelligence Preparation of the Battlespace in support of Nation Building Operations at the local, regional or national level. Thus creating and reinforcing a common bias in the intelligence picture at all echelons.

Nation Building Case Study-Somalia

In 1991 Major General Muhammad Siad Barre was overthrown. Out of the ensuing turbulence and struggle for power emerged two clan leaders, Mohamed Farah Aideed and Ali Mahdi Mohamed, and a massive humanitarian crisis. In April 1992 the United Nations (UN) established United Nations Operation in Somalia (UNOSOM I) whose task was to provide humanitarian relief. In August 1992 the UNOSOM I mission was expanded to protect humanitarian convoys and distribution centers throughout Somalia vice in the Mogadishu area only.⁵² Despite this increased effort, the security situation continued to deteriorate and humanitarian efforts remained vulnerable. In December 1992 the United Nations passed United Nations Security Council Resolution (UNSCR) 794 authorizing the deployment of the Unified Task Force (UNITAF), which would provide a greater capability to safeguard the relief effort

⁵² Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 55.

through May 1993.⁵³ The United States was the lead agent in UNITAF and would be the force that would lead the turnover to the UN May 1993.

In the interim the UN recognized the need for the establishment of a stable society in Somalia and assembled UNSCR 814. The objectives of this resolution focused on establishing a secure environment, the economic rehabilitation of Somalia, the reestablishment of national and regional institutions and civil administration in the entire country, the reestablishment of the Somali Police at the local, regional and national level and political reconciliation through broad participation by all elements of society.⁵⁴

Madeline Albright, the US Ambassador to the United Nations, cast the American vote in favor of the resolution stating, “It aimed at nothing less than the restoration of an entire country.”⁵⁵ By April 1994 American forces were out of Somalia. The reasons for the failure of the Nation Building Operations in Somalia vary, but Kenneth Allard best sums them up. Allard, a senior military fellow at the National Defense University, stated that the failure was due to “an inadequate integration of diplomatic, military and humanitarian components of the operation.”⁵⁶

While this comment is broad, it does demonstrate that the military approach cannot be myopic and must take into account those issues that cross over traditional conventional military boundaries and other US Government Agencies and non-governmental affiliated aid organizations. This is particularly so if the US Military is expected to be the lead or supporting agent to Nation Building Operations in the future.

Lessons learned in Somalia tend to center around security and the dynamic operating environment. The first operational lesson learned in Somalia was that there can be no political or

⁵³ Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 56.

⁵⁴ Brune, Lester H., *The United States and Post-Cold War Interventions* (Regina Books, Claremont, California, February, 2000), 27.

⁵⁵ Von Hippel, Karin, *Democracy by Force: US Intervention in the Post Cold War World* (Cambridge University Press, Cambridge, Massachusetts, 2000), 64.

⁵⁶ Allard, Kenneth, *Somalia Operations: Lessons Learned* (National Defense University Press, Fort McNair, Washington D.C., January, 1995), 9.

economic development without first having a stable and secure environment.⁵⁷ Lacking a host nation police force and the slow deployment of an international cadre for police training, coupled with UNITAF emphasis on securing humanitarian efforts meant that there would be little chance of political or economic development. Security is consistently required in Nation Building Operations. Without security, development assistance is futile as businesses and households are consistently at risk of seeing their goods stolen by armed groups.⁵⁸

The second lesson is understanding the multiple actors and actions influencing Nation Building Operations, particularly because the operations can expand rapidly and the dynamics of the environment can change quickly. The focus of UNITAF was on securing Humanitarian Assistance Operations. UNSCR 814 changed that limited focus. As such those elements that were influencing humanitarian assistance had to be addressed. The changing dynamics in terms of the environment was more than just pilfering and controlling the distribution of humanitarian aid. For example, relief agencies that hired local security forces became more vulnerable because US troops would disarm their security personnel.⁵⁹ Those that were able to maintain their arms were taking advantage of positive intentions by UNITAF forces to advance their gains. Farmers, who were trying to reestablish themselves, remained in a cycle of failure because they could not compete with the free or cheap foodstuffs that were flooding into Somalia.⁶⁰ Refugees flooding into camps in search of relief were exacerbating unsanitary conditions, bringing in disease and as a result, initially doubling the mortality rate in adults and quadrupling it in children under five years old.⁶¹

⁵⁷ Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 57.

⁵⁸ Ibid., 70.

⁵⁹ Dempsey, *Fool's Errands: America's Recent Encounters with Nation Building*, 45.

⁶⁰ Richburg, Keith, "Somali Market Shares Up by Influx of Food," *Washington Post*, December 30, 1992, p. A15.

⁶¹ Schemo, Diane Jean, "As Hunger Ebbs, Somalia Faces Need to Rebuild," *New York Times*, February 7, 1993, p. A15.

A third lesson is one that centers on understanding the culture of the area Nation Building Operations are being undertaken in. One example of a failure in this area was the aerial distribution of millions of leaflets by US Forces that had mistranslated the term “United Nations” into the Somali term “Slave Nation”.⁶² A mistake in understanding the nuances of language bodes poorly for an understanding of more complex cultural issues.

In sum, the operational lessons learned were a testament to the complexity of the Somalia environment, particularly if one considers the difficulty of trying to establish a safe and secure environment while anticipating intended and unintended consequences of UNITAF actions. In order to properly conduct the Intelligence Preparation of the Battlespace necessary to succeed in planning and executing Nation Building Operations the implied lessons of Somalia are significant. These lessons primarily emphasize an IPB effort that focuses on the threat environment, social and political factors, culture and infrastructure.

The threat environment must be understood in terms of not only hostile elements but also the criminal element. IPB should inform commanders about the make up of the hostile force they will be facing whether it is gangs, clan based, terrorists, local militia or paid combatants. It should also address their weapons and equipment, means of sustainment, sanctuaries, chains of command and influence on the local population. This clarity will assist in understanding the nature of the tactics and objectives the threat is focused on, as well as their strengths and vulnerabilities.

The hostile threat dynamics of a Somalia type environment for Nation Building is a fluid one, to the point that it was sometimes indistinguishable from the criminal elements. In order to deal with the criminal element in conjunction with the hostile forces, IPB should inform the planning process by identifying historical patterns of crime in local areas, locations of police stations and jails. As well as the relationship between the population and police, and the current

⁶² Lorch, Danatella, “Army’s Teams Marketing Job is Selling US Role,” *New York Times*, December 27, 1992, p. A10.

or past methods of justice, but also how operations may drive criminal activity and who will be the perpetrator or victim.

Somalia represented a society and political infrastructure that was alien to a military that is most comfortable with the ways of western civilization. The IPB process must portray an understanding of the demographics at the national, regional and local level, identification of the political, criminal, religious, law and order and populations formal and informal groups and leaders, a sense of the disparity amongst groups or regions in terms of wealth, living conditions, political affiliation and grievances, and education. Even in a society that is seemingly devoid of any coherent system, the reality is that they still do exist. A clan based society that is made up of entities struggling to seize and maintain power is a system in itself. Not only in the relationship of individuals but also in how they sustain, protect and reinforce themselves.

The IPB process in a situation as desperate as Somalia should be focused on portraying the current state of the Government Services, Transportation System, Lines of Communication, Public Utilities, Finance, Communication, Agriculture and food distribution, Healthcare, and Commerce. In doing so an analyst is able to determine what exists versus what does not exist. The analyst can then recommend what is most critical immediately and over time, and how operations should be oriented accordingly.

The Nation Building Operations in Somalia consisted of multiple Stability and Support Operations. These operations included Humanitarian and Civic Assistance, Show of Force, and Combating Terrorism. The multiple avenues that US forces were leading UNITAF and UNOSOM along in support of Nation Building in Somalia reinforces the notion that a comprehensive understanding of the environment must be achieved in both the planning and execution of these operations. The IPB process in Nation Building Operations must allow for a shared understanding of the Battlespace both amongst the different military services present as well as in the interagency effort. Concentrated effort reinforces the achievement of a stable and secure environment, focuses immediate assistance and assistance over time, and allows for the

establishment of enduring institutions. In doing so, effective IPB in support of Nation Building Operations allows for a better anticipation of intended and unintended consequences. This doctrine should drive Intelligence Preparation of the Battlespace in support of Nation Building Operations at the local, regional or national level. Thus creating and reinforcing a common bias in the intelligence picture at all echelons.

Nation Building Case Study-Bosnia

14 December 1995 bore witness to the signing of the Dayton Peace Accords in Paris, thus ending the fighting in Bosnia Herzegovina and instituting a new constitution. The path to this event started in 1991 when Slovenia and Croatia declared their independence from Yugoslavia and were officially recognized by the German Government in January 1992.⁶³ German recognition of these two states had put Bosnia Herzegovina in a vulnerable position. They were now exposed to potential attack by Serbia and Croatia in that both had designs on the Serb and Croat held populated areas within Bosnia Herzegovina. Complicating the matter was the fact that the Muslims in Bosnia Herzegovina were interested in preserving Bosnia Herzegovina as a multi ethnic state. Fighting ensued between Serbs, Croats and Muslims until the war between Croats and Muslims ended in 1994 with the signing of the Washington Agreement, thereafter both of these elements were oriented on the Serbs.⁶⁴

Destruction of the infrastructure was significant at the end of the fighting. In addition to two million refugees, 250,000 deaths, unemployment at 75 percent, per capita income of \$500 annually, over 80 percent of Bosnians needed humanitarian aid, industrial production was at 10 percent of pre war levels, 50 percent of schools, 40 percent of the bridges, and 35 percent of the roads were damaged or destroyed.⁶⁵ Bosnia was clearly a nation in dire need of assistance, and based on the rapid break up of the region, the implementation of a new constitution, the ethnic

⁶³ Maness, *Bosnia-Herzegovina More Time is Required*, 2.

⁶⁴ Brune, *The United States and Post-Cold War Interventions*, 101.

⁶⁵ Maness, *Bosnia-Herzegovina More Time is Required*, 2.

tension and the extraordinary damage to the infrastructure it was in dire need of Nation Building Operations.

US intentions at the outset of operations were not focused on Nation Building Operations. The national level intent was clearly articulated in November 1995 by President Clinton when he stated that “the operation he was proposing had a clear, limited and achievable mission and that the total deployment should take about one year”.⁶⁶ Secretary of Defense, Dr. William Perry, while addressing the leadership of the 1st (US) Armored Division in Bad Kreuznach, Germany on 24 November 1995 stated that “the mission would be to implement and then enforce the peace to provide a secure environment for nation re-building, and that the length of the mission would be about a year, with American troops being out of Bosnia by early 1997.”⁶⁷ The tone of the administration changed in November 1996 as the inevitability of the requirement for Nation Building Operations became apparent. The requirement to continue maintaining a presence in Bosnia would continue until June 1998 because in the words of President Clinton, “rebuilding the fabric of Bosnia’s economic and political life is taking longer than expected.”⁶⁸ Prior to the completion of the 18-month extension, the administration adjusted the exit of US forces from Bosnia again. There would not be an end date but rather exit criteria.

These criteria were threefold. Enduring multiethnic political institutions would have to be created, an independent judiciary would have to be established, and political parties would have to give up control of the state media prior to consideration for US withdrawal.⁶⁹ In December 1997 the administration was focused on establishing enduring institutions following

⁶⁶ William J. Clinton, *President’s Statement on Bosnian Peacekeeping Mission* (The White House, Washington D.C., November 27, 1995, accessed 10 November 2004); available from <http://www.pub.whitehouse.gov/urires/I2R?urn:pdi://oma.eop.gov.us/1995/11/27.text.1>; Internet.

⁶⁷ Anderson, Walter N., “Peace With Honor: Enduring Truths, Lessons Learned and Implications for a Durable Peace in Bosnia,” *The Land Warfare Papers*, No. 33, (September, 1999): 5.

⁶⁸ William J. Clinton, *President’s Statement on Bosnian Peacekeeping Mission* (The White House, Washington D.C., November 15, 1996, accessed 10 November 2004); available from <http://www.pub.whitehouse.gov/urires/I2R?urn:pdi://oma.eop.gov.us/1996/11/15.text.1>; Internet.

⁶⁹ Dempsey, *Fool’s Errands: America’s Recent Encounters with Nation Building*, 89.

US intervention and presence, clearly articulating a commitment to the ongoing effort of Nation Building in Bosnia. This point was articulated most clearly by Senator Robert Byrd when he stated that “the idea that Bosnia must first have multiethnic political institutions, an independent judiciary and a free press before US troops can exit is simply a formula requiring the completion of a new integrated democratic state. That is what Nation Building is.”⁷⁰

The operational lessons of Bosnia are numerous and truly portray the need for a comprehensive approach to the IPB necessary for Nation Building Operations. Outwardly the security situation as it pertained to the threat environment seemed stable. However, the Serb, Croat and Muslim forces had built up significant arsenals that had to be separated and reconstituted as part of one national military force. Paramilitary forces, which were responsible for the ethnic cleansing, had to be identified and disbanded, and police forces had to be reorganized and retrained to provide legitimate public safety for all citizens.⁷¹ Coupled with a displaced person/refugee problem numbering 1.8 million people who were going to be claiming, traversing or occupying contentious regions, the potential for the security situation to become volatile was legitimate.⁷² In sum, the operational lesson was to have a clear understanding who the actors and influencers had been, were currently, and could potentially be in terms of hostile forces, neighboring elements, paramilitary elements, terrorists and victims. US forces need to know who is who, and who is where in order to plan and execute Nation Building Operations.

As demonstrated in other Nation Building Operations, crime can be an obstacle to securing a population. In the case of Bosnia, organized crime emerged as a threat to stability. Organized Crime in Bosnia undermines government efforts to earn revenues by conducting smuggling and black market operations. The associated economic lesson was to identify those institutions in need of revenue early and ensure international financial assistance was directed

⁷⁰ Summers, Harry, “Nation Building Reality Check,” *Washington Times*, April 2, 1998, p. A14.

⁷¹ Dobbins, *America’s Role In Nation Building: From Germany to Iraq*, 89.

⁷² Praso, Murat, “Demographic Consequences of the 1992-1995 War,” *Bosnia Report*, No. 16, July-October 1996.

against those entities. The intent is to prevent the economic conditions, such as taxes, that could energize exploitation by an organized crime network.

US Forces viewed elections as a critical entity towards creating a stable state that would allow for initially a one-year and subsequently an undetermined exit date. The operational lesson emphasized the requirement to avoid executing these elections too early. In Bosnia, executing elections before viable institutions were established resulted in the return of officials who were tied to or had like mind to those who had initiated the conflict.⁷³ As time passed, many of those officials were removed but their occupation of elected positions served to slow the transition at the outset.

A third operational lesson of Bosnia emphasized understanding the current state of the infrastructure so military and interagency elements could work in concert to identify shortfalls, prioritize efforts, and anticipate intended and unintended consequences of actions taken. The damage and destruction to the road, bridge, industrial, and education system has been articulated, but was only part of the reconstruction story. In addition to losing their jobs, the vast majority of citizens had lost their savings due to the freezing of bank assets, over 50 percent of the homes were destroyed, agricultural land was mined or in disrepair, public utilities and communications means were severely damaged, as was approximately one third of the health care facilities, and each fighting faction was producing and using not only their own but other European currencies⁷⁴. The lesson learned was that there must be a unity of effort between military, interagency, international and non-governmental organizations in terms of prioritized and timely rectification of the infrastructure damage. This effort facilitates the prevention of humanitarian crises and initiates the establishment of enduring societal and economic institutions.

The fourth lesson was tied directly to the Administration's third criteria for the withdrawal of US Forces, control of the media. Each political element involved in the conflict

⁷³ Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 108.

⁷⁴ Ibid., 92.

had access to and influence over various mediums through which they could propagate their own message and counter the US or other faction's message. A state run media that was unbiased was articulated as an objective. In the immediate sense, an appreciation of the various media elements at play would allow US forces to make contact and gain the advantage in the domain of information.

In sum, the operational lessons and December 1995 setting in Bosnia Herzegovina reflect a physical destruction that was on par with Germany following WWII but an environment of ethnic tension that added a layer of complexity not seen in the previous European based Nation Building Operation. The Intelligence Preparation of the Battlespace lessons inferred from these lessons are far reaching and begin to take on the look of a composite from both the Germany and Somalia studies.

Bosnia dictated that there must be a comprehensive appreciation of the threat environment in which one is about to embark. Knowing the hostile threats and what their equipment and tactics were is critical for the immediate purpose of disarming and separating but also in preparation for the potential for renewed fighting. The requirement for understanding the "order of battle" is not just in the traditional sense. Paramilitary entities and their leadership were fully intertwined with more conventional forces, dictating a need for an elaborate understanding of the chain of command and key personnel, historical operating areas, means of sustainment, and influence over population centers. This information ties directly to being able to portray the displace persons/refugee situation in order to gain an appreciation for the potential flashpoints during resettlement or return.

The detail provided in the operational lessons learned in regards to the infrastructure and media need only reemphasis of the evaluation, prioritization, and anticipation of intended and unintended consequences as it relates to IPB. Intelligence analysts must provide the picture of the former, current and anticipated environment in terms of their status and their context in the

greater societal system so as to inform planners and commanders on how to achieve rapid and sustaining effects.

The lessons of elections and democratization from an IPB perspective are not necessarily about timing alone. The IPB process must inform the planning and execution process as to who previous actors and influencers were, what the local, regional and national appreciation of a legitimate election process is, who the current political parties are as well as their agendas, and lastly any political grievances that the population may have had locally, regionally or nationally. A complete picture of the political system will inform not only the potential timing but also locations and means for conducting elections.

The Nation Building Operations in Bosnia consisted of multiple Stability and Support Operations. These operations included Peace Operations, Security Assistance, Humanitarian and Civic Assistance, and Combating Terrorism. The multiple avenues that US forces were leading or supporting Nation Building Operations in Bosnia reinforces the notion that a comprehensive understanding of the environment must be achieved in both the planning and execution of these operations. In total, the IPB lessons learned in Bosnia, indicate the need for a very sizable, intense effort that will allow commanders and planners to understand the environment on the surface as well as the dynamics of the environment as one system effects another. The doctrine driving the IPB process should be comprehensive in its approach so as to ensure there are no unintended gaps in the planning process that will become evident in the execution. This doctrine should drive Intelligence Preparation of the Battlespace in support of Nation Building Operations at the local, regional or national level. Thus creating and reinforcing a common bias in the intelligence picture at all echelons.

Nation Building Case Study-Afghanistan

On 7 October 2001, Operation Enduring Freedom began in Afghanistan. By late November 2001 expatriates and Northern Alliance members were meeting in Bonn, Germany in

order to identify an interim government and establish a way ahead for achieving peace and security, reestablishing key institutions, reconstructing the country and rebuilding economically.⁷⁵ United Nations Security Council Resolution 1386 created the framework by which the international community would provide assistance to this endeavor. This effort would undoubtedly be a massive undertaking considering the ruin the country was in following twenty plus years of war, civil war and the Taliban rule.⁷⁶

Operation Enduring Freedom specified the ousting of the Taliban and the destruction of Al Qaeda elements but it implied rebuilding the country in order to prevent a return to the haven that it once was for terrorism. The 2004 National Security Strategy directly addresses this. The US will “work with international organizations such as the United Nations, as well as non-governmental organizations, and other countries to provide humanitarian, political, economic, and security assistance necessary to rebuild Afghanistan so that it will never again abuse its people, threaten its neighbors, and provide a haven for terrorists.”⁷⁷

Lessons Learned from Afghanistan remain contemporary but are applicable to gaining an appreciation for IPB considerations in support of Nation Building Operations. As in previous reviews security remains prevalent. Once again, absent a secure environment, the chance of widespread economic and political development is limited. The actors and influencers in Afghanistan reinforce the lesson that one must understand the external players in the targeted country, specifically their stance, objectives, and influence on the local population.⁷⁸ Internal to Afghanistan a prerequisite for success in the realm of security is an understanding and dissipating the ethnic tensions and warlord mentality prevalent throughout the country.⁷⁹ These points of friction currently prevent the effective employment of a national army or police force as well as

⁷⁵ Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 130.

⁷⁶ Ibid., 129.

⁷⁷ U.S Department of State, *National Security Strategy*, 7.

⁷⁸ Cordesman, Anthony H., *The Lessons of Afghanistan* (The CSIS Press, Washington, D.C., 2002), 17.

⁷⁹ Carson, *Nation Building, The American Way*, 22.

incur the use of US military forces to provide security for President Karzai. As evidenced previously, a secure environment is tied to understanding the scope of the displaced person/refugee crisis. In late 2001 estimates indicated that up to five million refugees and one million displaced persons could have potentially attempted to move back to or internal to Afghanistan.⁸⁰ Understanding their locations and destinations drives the planning for food and shelter needs that would prevent a humanitarian crisis that could destabilize, at that point a fledgling interim government.

Afghanistan is an infrastructure, economic and industrial ruin. Roads, electricity, water, schools, and currency remain weak to non-existent. Excluding the drug trade, which in itself is a threat to security and enduring economic institutions, the average annual individual income in Afghanistan is approximately \$150, with an estimate of approximately 70 percent of the population living below the international poverty level of \$1 per day.⁸¹ Priorities had to be established as to the most urgent, necessary and feasible rebuilding efforts to achieve the initial goal of stability and the long-term goal of preventing the return to a haven for terrorists.

US Forces viewed elections as a critical entity towards creating a stable state that would allow for Afghanistan to act independently. The operational lesson emphasized the requirement to avoid executing these elections too early. In Bosnia, executing elections prior to the establishment of viable institutions resulted in the return of officials who were tied to or were of like mind to those who had initiated the conflict.⁸² In Afghanistan, executing elections prior to viable institutions being established could have resulted in elections that were also not viewed as legitimate. As a result the efforts to build the legitimacy through identifying legitimate leaders

⁸⁰ US Committee for Refugees, *World Refugee Survey 2002*, Washington, D.C., 2002, P. 6.

⁸¹ For Details, see IMF, *Islamic State of Afghanistan: Report on Recent Economic Developments and Progress, and the Role of the Fund in the Reconstruction Process*, Washington DC, Country Report No. 02/219, October 2002.

⁸² Dobbins, *America's Role In Nation Building: From Germany to Iraq*, 108.

and parties as well as understanding the potential threats to the execution of the election reflect a positive outcome of the IPB process and its integration into the planning effort.

In sum, the operational lessons from Afghanistan reflect a country that is effectively void of any institutions, subject to internal ethnic strife and external influence, and in a precarious position in terms of a secure and stable environment. As such, the Intelligence Preparation of the Battlespace tasks are fundamentally similar to those of Somalia and Bosnia. The IPB process must articulate the hostile forces both internal and external to the targeted country, to include their equipment, tactics, objectives, chain of command, and key leaders. The study of the infrastructure should emphasize what currently exists and what is a critical shortfall locally, regionally and nationally. In turn this must be tailored to orient commanders and planners on the priorities for US Military, Interagency, Non Governmental and International relief immediately and over time so as to prevent humanitarian crises and to reinforce a secure and stable environment.

The Nation Building Operations in Afghanistan consist of multiple Stability and Support Operations. These operations included Peace Operations, Security Assistance, Humanitarian and Civic Assistance, Counterdrug Operations, and Combating Terrorism. The multiple avenues that US forces are leading or supporting Nation Building Operations in Afghanistan reinforces the notion that a comprehensive understanding of the environment must be achieved in both the planning and execution of these operations. In total, the contemporary IPB lessons learned in Afghanistan indicated the need for a very sizable, intense initial and ongoing effort that will allow commanders and planners to understand the environment on the surface as well as the dynamics of the environment as one system affects another. The doctrine driving the IPB process should be comprehensive in its approach so as to ensure there are no unintended gaps in the planning process that will become evident in the execution. This doctrine should drive Intelligence Preparation of the Battlespace in support of Nation Building Operations at the local, regional or

national level. Thus creating and reinforcing a common bias in the intelligence picture at all echelons.

Nation Building Case Studies-Summary

The preceding reviews do not address all of the Nation Building Operations the United States has embarked upon over the last 60 years. Notable exceptions are Japan, Panama, Haiti, Kosovo and ongoing operations in Iraq. Nor does it address other Stability and Support Operations the US has executed over the course of the same period. These reviews were intended to identify operational and subsequent inferred or implied Intelligence Preparation of the Battlespace lessons learned in significantly different environments. These reviews were also intended to demonstrate in some instances the overlap and in others the separate and distinct areas of consideration for the Army IPB process to successfully prepare for and execute Nation Building Operations. The enduring theme between them is two fold. There is consistently a need to establish security and there is always a need to establish and support enduring institutions so as to facilitate the targeted countries transition to a thriving democratic state.

In regards to Nation Building, these intelligence lessons are not completely useful as they pertain to each individual review. They are useful when used comprehensively. Integrating these lessons provides the template necessary to make a comparison against the current Army IPB doctrinal stance outlined in Chapter 2. Upon completing that comparison it is likely that the results will yield a more fruitful starting point for the Army intelligence analyst to begin the IPB necessary for planning and executing Nation Building Operations. This template, compiled as a result of the Case Study analysis, is shown in the following charts.

Characteristics of the Environment (Case Study Composite)

- Geography, Terrain, Wx
 - History of the area
 - Cause of Conflict, Historic Trends
 - Diseases
- Population Demographics
 - Ethnicity
 - Religion
 - Locations
 - Leaders
 - Languages
 - Media (Location, Coverage)
 - TV
 - Print
 - Radio
 - Internet
 - Population Density
 - Age Demographics
 - Living Conditions
 - Actors and Influencers
 - Political
 - Police
 - Military
 - Criminal
 - Religious
 - Population
- Infrastructure
 - Govt Services/Ministries
 - Location
 - Civ Experts
 - Transportation
 - Ports, Airports, Dams, Canal System
 - LOCs
 - Road, Bridge, Rail
 - Public Utilities
 - Power, Water, Gas, Sewage, Garbage
 - Locations
 - Civ Experts
 - Commerce
 - Internal and External Routes
 - Status of Industrial Sector
 - Wage and Price Control System
 - Foreign Trade Capability and Process
 - Customs and Duties Process
 - Employment Services
- Infrastructure (Cont.)
 - Hospital/Medical Facilities
 - Emergency Service
 - Hospitals, Clinics
 - Pharmaceuticals
 - Medical Supplies
 - Medical Waste Process
 - Mortuary Services
 - Preventive Medicine Facilities
 - Banking
 - Postal
 - Currency in use
 - Judiciary System
 - Law Enforcement
 - Judicial System
 - Facilities
 - Historical Effectiveness and population relationship
 - Property Control
 - Personal and Real Property

Figure 8-Characteristics of the Environment

Characteristics of the Environment (Case Study Composite)

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| <ul style="list-style-type: none"> ▪ Political/Social/Economic Factors <ul style="list-style-type: none"> - Allocation of Wealth - Means of income - Disparities between Groups - Political Grievances <ul style="list-style-type: none"> ▪ Political Affiliations ▪ Loyalty to local, regional, national govt ▪ Political Violence/Tolerance ▪ Former Formal and Informal Leaders ▪ Former Parties, Emerging Parties <ul style="list-style-type: none"> - Influence local, regional, national ▪ Historical Election Process ▪ Election Facilities - Education System and Leaders <ul style="list-style-type: none"> ▪ Public, Private Schools ▪ University ▪ Revisionist History - Living Conditions - Agriculture assets, Food Supplies - Public Welfare and Humanitarian Relief <ul style="list-style-type: none"> ▪ Orphanages ▪ Elderly Care ▪ Psychological Facilities ▪ Humanitarian or Natural Disaster Warning ▪ Recovery Facilities and Agencies | <ul style="list-style-type: none"> ▪ Enemy Forces <ul style="list-style-type: none"> - Military <ul style="list-style-type: none"> ▪ Equipment Location ▪ Leaders - Paramilitary - Terrorist Org. - Drug Trafficking - Criminal Groups - NGO - 3rd Nation Spt - Wpns and Equip - Areas Advantageous to Hostile Forces - Sanctuaries - Neutral Parties - Gangs | <ul style="list-style-type: none"> ▪ Threat Actions <ul style="list-style-type: none"> - Intra/Inter Factional Fighting - Actions that violate Peace - Other Actors/Influencers reactions to violations - History of Popular Spt - Means of Political, \$, Training Support - Tactics <ul style="list-style-type: none"> ▪ Assassination ▪ Bombing ▪ Hijacking ▪ Hostage Taking ▪ Kidnapping ▪ Raids ▪ Sabotage ▪ Ambushes ▪ IO/Opinion Makers - Phasing of Threat Agenda - Spread of Disease (Non WMD related) - Criminal Patterns - Refugee Triggers |
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Figure 9-Characteristics of the Environment (cont.)

CONSIDERATIONS: DOCTRINE VS CASE STUDY IPB STEPS 1-3

A comparison between the templates for IPB considerations as described in Draft FM 2-01.3 and the Case Study Composite demonstrates both overlaps as well as gaps. In actuality, the numbers of areas of gaps are relatively few when examining the characteristics of the environment. The Draft FM 2-01.3 covers factors of weather and terrain whereas the Case Study composite did not reveal any significant lessons learned. The Draft FM 2-01.3 also identified areas of consideration for analysis not addressed in the Case Study Composite such as Fiber Optic Nets, Cell Phone Networks, Cultural Sites, and Host Nation Psychological Operations Capabilities. Those gaps identified in building the Case Study composite also reveal significant points. The Postal, Judiciary, Public Welfare and Humanitarian Relief Systems are all critical

components of any Nation State and directly influence or indicate a safe and secure environment as well as stable, enduring institutions.

The remainders of the characteristics of the environment overlap between the two studies. There is a significant amount of information to data mine, analyze and package for planning and executing operations. This reinforces the assertion that the doctrine should reveal a comprehensive point of departure for the analyst as well a common bias at every intelligence echelon. The compilation dictates a broad understanding of the threat and the environment. Most importantly, it sets the stage for assessing the internal dynamics of each system and subject area as well as their interaction.

Understanding the multiple components of the threat environment is critical to not only a safe and secure environment that is free of significant criminal influence but to the eventual enduring institutions that are reliant on this stability. Well-crafted Nation Building Operations are reliant on a sphere of security, then good governance and prosperity.⁸³ Cambodia, East Timor and Kosovo demonstrated that an interim authority that provided security and developed a local police force were able to introduce a working judiciary system and subsequently rejuvenated local economics and supervised elections.⁸⁴ A secure environment, free of influential internal and external hostile threats, a terrorism and criminal network establishes the foundation for the revival, resuscitation and reconstruction of a nation. Closely associated with the threat environment is the demographics subset of ethnicity. Ethnicity is more than being aware of what the societal make up is by percentage or group. The IPB of ethnic breakdown must explore its relationship to the internal displaced persons or refugee problem, religious affiliations, historic grievances and conflict, loyalty to formal and informal leaders, points and dates of cultural significance, and language. Failure to conduct detailed analysis creates the risk of new or

⁸³ Rotberg, Robert I., *When States Fail: Causes and Consequences* (Princeton: Princeton University Press, 2004), 31.

⁸⁴ Ibid.

renewed tensions and violence, at once undermining any effort towards a safe and secure environment or enduring institutions. One can look past United States Nation Building efforts to reinforce this point. The evolution of ethnic conflicts in and around Russia in 1992 taught Russian leadership that ethnic conflicts, if not appropriately addressed, may become no less important than the economic or political survival of new fragile institutions and the state.⁸⁵

A detailed accounting of the targeted nation's infrastructure as discerned from the Case Study Composite reveals a complex network that will lend itself to successful Nation Building Operations in two fundamental ways. First, an IPB effort that identifies the location, status, capability, and associated civilian expertise of the varying components of the infrastructure will focus and prioritize immediate assistance and security operations so as to promote a safe and secure environment. Second, it will focus assistance and measure progress over time to ensure enduring institutions are in place. Operation Just Cause provides an example of positive immediate and long-term effects. American forces across the country of Panama gradually subdued looting crowds and secured the 142 sites that provided Panama City's sanitation, power, water, telephone, and other public services after three days of anarchy, initiating the rebuilding of the infrastructure and an economy racked by years of corruption.⁸⁶

Lastly, the Case Study Composite reveals the need for more detail surrounding the political system resident or desired within a targeted nation. A study of political parties, grievances and tolerance/violence is a starting point. A more enduring political institution must be informed through the IPB process by identifying current and emerging parties, formal and informal leaders, party and leader influence on local, regional and national levels, ties to threat or religious entities, facilities, and financial means of support. In addition, the IPB process must portray the election system, as it is understood by the local population in order to focus efforts to

⁸⁵ Kremenjuk, Victor A., *Conflicts In and Around Russia: Nation Building in Difficult Times* (Westport: Greenwood Press, 1994), 51.

⁸⁶ Embrey, James H., Colonel, U.S. Army, *Operation Just Cause: Concepts for Shaping Future Rapid Decisive Operations* (U.S. Army War College, Carlisle Barracks, Pennsylvania, 2002), 19.

identify and register voters, identify and secure election facilities, and inform the public about candidates.

To effectively rebuild a nation there must be the eventual emergence of governmental institutions that are legitimate. As such, political units must emerge and persist over time, be recognized and accepted by the populous and have their enduring loyalty.⁸⁷ If viewed as legitimate those political goods necessary for enduring institutions begin to cement themselves in society. Those goods start with the ability to participate in the political process.⁸⁸ Success over time ensures that the state is able to deliver to its citizens a secure environment, medical and health care, education, a money and banking system, maintained lines of communication for commercial and personal use, communications networks, entrepreneurial opportunity, and a functioning judicial system.⁸⁹

In effect, the enduring success of a legitimate government builds on the foundation of a safe and secure environment, accomplishes and provides for all members of its society, and ensures the functioning of its infrastructure. The initial and early azimuths towards success rest on an effective shared IPB effort at each of the intelligence echelons. Mining and data basing this information will fit rather easily into the first three steps of the IPB process (Define the Environment, Describe the Effects, Evaluate the Threat). It is a comprehensive roll up that will apply to any of our current Stability and Support Operations. The intent is twofold. Depending on the expertise of the intelligence section, it can be a prescriptive checklist of areas to focus on or a reminder of areas of consideration when planning for, transitioning to, or executing Nation Building Operations. The results of combining doctrine and lessons learned is demonstrated in the following charts.

⁸⁷ Rotberg, *When States Fail: Causes and Consequences*, 155.

⁸⁸ Ibid., 3.

⁸⁹ Ibid.

IPB Steps 1&2: Define the Battlespace Environment & Describe the Battlespace Effects

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| <ul style="list-style-type: none"> ▪ Geography, Terrain, Wx <ul style="list-style-type: none"> – History of the area – Cause of Conflict, Historic Trends – Hydrological Data – Elevation Data – Light Data – Avg Precipitation – Temp Extremes – Wind Speed Extremes and Direction – Humidity – Soil Composition – Land Use <ul style="list-style-type: none"> ▪ Vegetation/Forestation ▪ Mining/Petro Extract ▪ Industrial/Commercial ▪ Resident/Recreation ▪ Pollution/Erosion – Wildlife – Diseases (Distro, Type, Location) | <ul style="list-style-type: none"> ▪ Population Demographics <ul style="list-style-type: none"> – Ethnicity <ul style="list-style-type: none"> ▪ IDP&Refugees (#, Location, Point of Origin) ▪ Historical/Ancestral Linkage, Transition, Grievances ▪ Loyalties ▪ Cultural Points and Dates of Significance ▪ Religious Affiliation ▪ Historical Conflict – Religion <ul style="list-style-type: none"> ▪ Locations of Worship ▪ Leaders/Hierarchy ▪ Key Holidays/Dates ▪ Area Distro by denomination or sect – Languages – Media (Location, Coverage) <ul style="list-style-type: none"> ▪ TV ▪ Print ▪ Radio ▪ Internet ▪ Books ▪ Flyers/Handbills ▪ Billboards | <ul style="list-style-type: none"> – Public Speakers <ul style="list-style-type: none"> ▪ Pulpit ▪ Lecture ▪ Soapbox ▪ Population Demographics (Cont.) <ul style="list-style-type: none"> – Population Density – Age Demographics – Living Conditions – Actors and Influencers (by ID, Personal Traits, Relationships, Associated Groups/Places/Links, Decision Making Process, Biography, Vulnerabilities) <ul style="list-style-type: none"> ▪ Political ▪ Police ▪ Military ▪ Criminal ▪ Religious ▪ Population |
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Figure 10-Recommended IPB Steps 1&2

IPB Steps 1&2: Define the Battlespace Environment & Describe the Battlespace Effects

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| <ul style="list-style-type: none"> • Infrastructure <ul style="list-style-type: none"> – Transportation <ul style="list-style-type: none"> ▪ Ports, Airports, Dams, Canal System <ul style="list-style-type: none"> – Capabilities, Civil/Military – LOCs <ul style="list-style-type: none"> ▪ Road, Bridge, Rail, Waterways (Capabilities/Vulnerabilities) <ul style="list-style-type: none"> – Primary, Secondary, Tertiary, Bridges, Tunnels, Maintenance Facilities and means – Military or economic significance – Public Utilities <ul style="list-style-type: none"> ▪ Power, Water, Gas (Strengths/Limitations) <ul style="list-style-type: none"> – Facilities, Maintenance, Generation, Distribution, Delivery Methods ▪ Sewage, Garbage <ul style="list-style-type: none"> – Underground Lines, Treatment Facilities, Consolidation Points ▪ Civil Experts | <ul style="list-style-type: none"> • Infrastructure (Cont.) <ul style="list-style-type: none"> – Commerce <ul style="list-style-type: none"> ▪ Internal and External Routes ▪ Status of Industrial Sector ▪ Wage and Price Control System ▪ Foreign Trade Capability and Process ▪ Customs and Duties Process ▪ Employment Services | <ul style="list-style-type: none"> • Infrastructure (Cont.) <ul style="list-style-type: none"> – Commerce (Cont.) <ul style="list-style-type: none"> Agricultural processes <ul style="list-style-type: none"> - Forests and cultivated areas - Consumables Research, Development, and Testing (RDT&E) facilities Extraction processes <ul style="list-style-type: none"> - Mining sources - Oil and ore processing - Petroleum and metal production - Storage and distribution Industrial Production and Facilities <ul style="list-style-type: none"> - National industries - Private commercial industries Material Production <ul style="list-style-type: none"> - Industrial Machines - Explosives and propellants - Construction materials - Chemical materials |
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Figure 11-Recommended IPB Steps 1&2 (cont.)

IPB Steps 1&2: Define the Battlespace Environment & Describe the Battlespace Effects

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| <ul style="list-style-type: none"> ▪ Infrastructure (Cont.) <ul style="list-style-type: none"> – Hospital/Medical Facilities <ul style="list-style-type: none"> ▪ Emergency Service ▪ Hospitals, Clinics ▪ Pharmaceuticals ▪ Medical Supplies ▪ Medical Waste Process ▪ Mortuary Services ▪ Preventive Medicine Facilities – Banking – Postal <ul style="list-style-type: none"> ▪ Currency in use – Judiciary System <ul style="list-style-type: none"> ▪ Law Enforcement ▪ Judicial System ▪ Facilities ▪ Historical Effectiveness and population relationship ▪ Property Control <ul style="list-style-type: none"> – Personal and Real Property | <ul style="list-style-type: none"> ▪ Infrastructure (Cont.) <ul style="list-style-type: none"> – Government Ministries/Leadership/Location <ul style="list-style-type: none"> ▪ Form of Government <ul style="list-style-type: none"> • Monarchy • Republic • Oligarchy (includes some forms of theocracies) • Democracy • Communist • Theocracy • Boundaries • Operational areas • Representative sub areas • Administrative boundaries • Areas of influence—Political or interest • Distribution of political party affiliation • Installations and facilities • National—Embassies, Consulates, • Regional—Seats of government • Local—Seats of government • Dissident and insurgent • International and transnational • Non-governmental organizations | <ul style="list-style-type: none"> ▪ Infrastructure (Cont.) <ul style="list-style-type: none"> – Government (Cont.) <ul style="list-style-type: none"> ▪ National political organizations <ul style="list-style-type: none"> – Sub-national political organizations ▪ Non-governmental organizations ▪ Transnational political organizations ▪ Internal relation with military or domestic security organizations – Judiciary System <ul style="list-style-type: none"> ▪ Law Enforcement ▪ Judicial System ▪ Facilities ▪ Historical Effectiveness and population relationship ▪ Property Control <ul style="list-style-type: none"> – Personal and Real Property |
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Figure 12-Recommended IPB Steps 1&2 (cont.)

IPB Steps 1&2: Define the Battlespace Environment & Describe the Battlespace Effects

- Infrastructure (Cont.)
 - Banking
 - Location
 - Identity
 - Related Individuals
 - Ownership
 - Currency in use
 - Stock Exchange
 - Location
 - Identity
 - Related Individuals
 - Illicit Exchanges
 - Postal
 - Locations
 - Leaders
 - Zones
 - Means of Delivery
 - Security Measures
- Infrastructure (Cont.)
 - Telecommunications
 - Cell Phone, Fiber Optic, Cable Networks and Nodes
 - Telecom infrastructure
 - Ground Based
 - Coaxial cable
 - Fiber Optic
 - Antenna Based
 - Satellite
 - Wireless
 - Optical
 - Radio Frequency
 - Cellular
 - Civil Radio
 - Military Radio
 - Microwave
 - Point to point
 - Broadcast
 - Television
 - Radio

Figure 13-Recommended IPB Steps 1&2 (cont.)

IPB Steps 1&2: Define the Battlespace Environment & Describe the Battlespace Effects

- Political/Social/Economic Factors
 - Economic
 - Allocation of Wealth
 - Means of income
 - Disparities between Groups
 - Unemployment
 - Underemployment
 - Living Conditions
 - Agricultural Production and Assets
 - Industrial Production and Assets
 - Political
 - Political Grievances
 - Political Affiliations
 - Loyalty to local, regional, national govt
 - Political Violence/Tolerance
 - Former Formal and Informal Leaders
 - Former Parties, Emerging Parties
 - Influence local, regional, national
 - Historical Election Process
 - Election Facilities
 - Sincerity of Govt Agencies
- Political/Social/Economic Factors
 - Social
 - Education System and Leaders
 - Public, Private Schools
 - University
 - Revisionist History
 - Public Welfare and Humanitarian Relief
 - Elderly Care
 - Orphanages
 - Psychological Facilities
 - Humanitarian or Natural Disaster Warning
 - Recovery Facilities and Agencies

Figure 14-Recommended IPB Steps 1&2 (cont.)

IPB Step 3: Evaluate the Threat

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| <ul style="list-style-type: none"> ▪ Enemy Forces <ul style="list-style-type: none"> – Military <ul style="list-style-type: none"> ▪ Equipment ▪ Location ▪ Leaders ▪ 3rd Nation or Non State Actor Spt – Paramilitary <ul style="list-style-type: none"> ▪ Equipment ▪ Location ▪ Leaders ▪ 3rd Nation or Non State Actor Spt – Terrorist Org <ul style="list-style-type: none"> ▪ Equipment ▪ Location ▪ Leaders ▪ 3rd Nation or Non State Actor Spt – Hostile Forces Sustainment <ul style="list-style-type: none"> ▪ Sanctuaries ▪ Safe Houses ▪ Political Spt ▪ Financial Spt ▪ Training Spt | <ul style="list-style-type: none"> ▪ Enemy Forces <ul style="list-style-type: none"> – Crime <ul style="list-style-type: none"> ▪ Gang ▪ Organized Crime ▪ Common Crime ▪ Historical Patterns ▪ Targets ▪ Smuggling ▪ Black Market ▪ Drugs ▪ Equipment ▪ Location ▪ Leaders ▪ 3rd Nation or Non State Actor Spt – Criminal Forces Sustainment <ul style="list-style-type: none"> ▪ Sanctuaries ▪ Safe Houses ▪ Political Spt ▪ Financial Spt ▪ Training Spt | <ul style="list-style-type: none"> ▪ Threat Actions <ul style="list-style-type: none"> – Intra/Inter Factional Fighting – Actions that violate Peace – Other Actors/Influencers reactions to violations – History of Popular Spt – Means of Political, \$, Training Support – Tactics <ul style="list-style-type: none"> ▪ Special Skill Trng ▪ Conventional Military Capabilities ▪ Assassination ▪ Bombing ▪ Hijacking ▪ Hostage Taking ▪ Kidnapping ▪ Raids ▪ Sabotage ▪ Ambushes ▪ IO/Opinion Makers ▪ WMD – Phasing of Threat Agenda – Spread of Disease (Non WMD related) – Refugee Triggers |
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Figure 15-Recommended IPB Step 3

Considerations: Doctrine vs Case Study IPB Step 4

The issue then becomes a matter of describing the threat courses of action. Success in the Nation Building environment does not, as amply demonstrated, rest solely on determining what the defeated forces, a paramilitary, or an external threat may decide to do against United States Forces. The sociological, governance, economic and technological elements of a nation also affect the operating environment, thus driving the need for a more comprehensive IPB presentation of the future courses of action.

Ultimately, the Army IPB process is in need of a better way to address threat courses of action because, as pointed out previously, the draft doctrine primarily emphasized conventional operations in Step Four of the IPB Process. Information for information's sake is not the role of the IPB Process. There is a requirement for analysis of this information, and ultimately its

synthesis. Step Four of the IPB Process dictates that we Describe the Threat Courses of Action. In the instance of Nation Building, this step should expand to include the directive to Describe the Interaction of the Elements of the Environment.

The Army should investigate the Joint Forces Command's study of Operational Net Assessment (ONA). ONA is part of an effects based approach to operations. Its nature is to provide a more comprehensive view of the battlespace by identifying and attempting to portray the complex relationship, interdependencies, strengths, and vulnerabilities within a threat's political structure, military capability, economic system, social structure, information network, and infrastructure (PMESII).⁹⁰ ONA drives a theme seen repeatedly throughout the case studies, a need to understand the varying aspects, relationships and interactions of a society's systems and the intended and unintended consequences of US Army actions.

Its process emphasizes a System of Systems Analysis (SoSA). The intent of SoSA is to determine the significance of each PMESII System and its various elements to the overall adversary system in order to assess the systemic vulnerability of the various elements and how we can exploit them to achieve desired effects.⁹¹ A simple visual representation per JWFC Doctrine Pamphlet 4, dated 24 February 2004, that demonstrates a means to portray interactions and vulnerabilities follows.

⁹⁰ United States Joint Forces Command, The Joint Warfighting Center Joint Doctrine Series, *Pamphlet 4 Doctrinal Implications of Operational Net Assessment* (Norfolk, Virginia: United States Joint Forces Command, 24 February 2004), 9.

⁹¹ Ibid., 5.

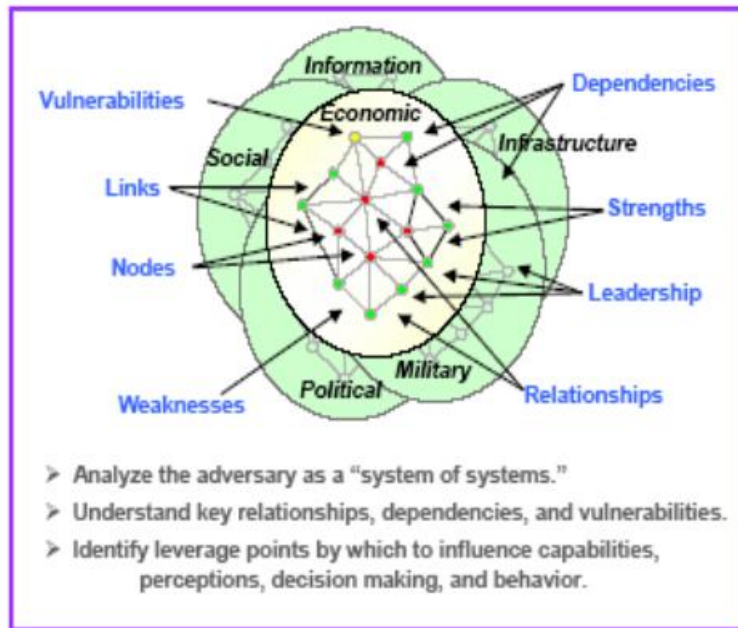


Figure 1: System-of-Systems Analysis

Figure 16-System of Systems Analysis

Joint Warfighting Doctrine Pamphlet 4, in its conclusions, addresses ONA and its challenges concerning Joint Intelligence Doctrine. The pamphlet states there could be doctrinal changes in the interaction between Joint IPB and ONA.⁹² At a minimum, the IPB Process will be informing the ONA. The changes in interaction will potentially come in the level of detail found in the Joint IPB process that is suitable to ONA as well as means of conducting collection management in order to confirm or deny the assessment made regarding nodes and interactions between systems. IPB is complimentary to the ONA. Steps 1-3 of the IPB Process identify the systems and their interaction. Step 4 articulates the effects that may or may not occur based on our actions or lack thereof. Portraying future threat courses of action and the interaction of

⁹² United States Joint Forces Command, The Joint Warfighting Center Joint Doctrine Series, *Pamphlet 4 Doctrinal Implications of Operational Net Assessment*, 24.

elements of the environment from a SoSA perspective can provide the means necessary to clearly articulate a complex environment for the commander.

ARMY IPB SUPPORT TO NATION BUILDING RECOMMENDATIONS

The question that began this study was simple. Does the Army IPB Process adequately support planning and operations in support of Nation Building? In using the Draft FM 2-01.3, the answer is “not quite yet”. A study of the doctrine, as well as a number of case studies and lessons learned provides a more comprehensive approach to the first three steps to the IPB Process than is currently resident in the Draft FM 2-01.3. In addition, there remains the need for a more appropriate means of Describing the Threat Course of Action in Step 4. The following three recommendations will provide the impetus necessary for establishing the momentum towards an Army IPB Process that does support planning and executing Nation Building Operations.

The first recommendation concerns the Draft FM 2-01.3. Adjustments to the Draft FM must cover three items. First, Draft FM 2-01.3 must include a Nation Building Baseline of IPB Tasks that would be used to apply against all twelve Stability and Support Operations. A short example in Chapter 2 demonstrated the considerable overlap of intelligence considerations between a Stability and Support Operation. Considerable overlap across various operations became apparent throughout the case studies. The situation may change but the intelligence considerations did not.

Secondly, the Draft FM 2-01.3 must incorporate a baseline similar to that built from the current doctrine and the Case Study Composite. Considering this baseline too prescriptive or only a reminder is irrelevant. The usefulness depends on the intelligence section’s experience. The charts used in Chapter 4 provide the minimum point of departure. Third, expand Step 4 of the IPB Process to take into account not only traditional means of “Describing Threat Courses of Action” but also integrate the lessons and methods learned to date in the study of the ONA process as a means of describing the dynamics of the environment. Analyzing the systems in the

target nation are a means of anticipating and battle tracking intended and unintended consequences before and during Nation Building Operations. A useful and relevant means of conducting IPB in support of Nation Building or Stability and Support Operations will trigger the successful integration of the IPB process into updates of appropriate Army operational manuals, thus further synchronizing intelligence and operations.

The second recommendation expands beyond the Army IPB Process alone. For the Army process to truly be effective, it must be embedded into the Joint Doctrine as well, specifically JP 2-01.3. JP 2-01.3 must expand to include a similar baseline of IPB tasks in support of all Stability and Support Operations. The likely reality of the intelligence officer at each echelon is that they cannot get all the information they need to support Nation Building Operations. However, if joint doctrine is of the same mindset as Army doctrine, then the effort to share a similar focus at each intelligence echelon or component is attainable. This is of particular usefulness as one attempt to analyze and understand the dynamics of the varying systems within a society. Particularly if the complexity is such that an analyst working in one province of a country can only see his/her particular part of the problem set. As in the case of Army Doctrine, a relevant and useful means of conducting IPB in support of Nation Building Operations or Stability and Support Operations will also be the trigger for better synchronized intelligence and operations across the spectrum of Joint Publications that directly address Stability and Support Operations.

In addition, if the recommended approach is incorporated into Joint Doctrine, it implies it will be followed at the Regional Combatant Command Joint Intelligence Center. The Joint Inter Agency Coordination Group (JIACG) exists at the Regional Combatant Commands. The JIACG can be the conduit for a great deal of information available within the Political, Economic, Social, Information, and Infrastructure domains of the ONA. Embedding the recommended IPB Baseline in support of Nation Building in the Joint Publications will drive the JIACG focus for

coordinating Inter Agency support without the requirement for detailed guidance. This creates the opportunity for greater analytical synergy across echelons and components.

The third recommendation is for Intelligence unit leadership to train and structure its analytical organizations to focus on winning the peace during peacetime. Simply put, the inevitability of the mission of Nation Building is apparent. Analysts at home station must be focused on training against and building databases that will support all forms of Nation Building Operations, whether it is the result of a major combat operation or not. It must be more than feeding or analyzing conventional forces in the national military intelligence database (MIDB) or building packages that support kinetic targeting. Nation building Operations require analysis of the most complex data imaginable in order to be successful. Intelligence leadership must consider their potential operating environment and organize their forces appropriately. First, so they may focus on finding and data basing critical intelligence information. Second, so they may discern the critical nodes, linkages, nature of relationships, vulnerabilities and leverage points that will drive the description of the threat environment courses of action. An IPB process that continually emphasizes an organized focus on the complexities of the threat environment will allow units at every echelon to identify gaps and focus collection so our Army can begin to win the peace while still at a peacetime status.

Army IPB Support to Nation Building Conclusion

In examining the question of Army IPB adequacy and Nation Building, three sub questions required consideration in order to answer the ultimate one. The first was if the IPB process currently accounts for the essential considerations in support of Nation Building Operations. The answer, in using Draft FM 2-01.3, was no. As a result, this drove the development of those considerations outlined in Chapter 4. The second question asked if the current considerations were common to the majority of Nation Building Operations providing a baseline requirement for analysts to start with. The initial answer to this question is also no.

However, a remedy lies in the recommended compilation of considerations outlined in Chapter 4 as well. This compilation was the result of studying the IPB considerations for the 12 Stability and Support Operations as outlined in Draft FM 2-01.3 as well as the case study review. Lastly, the question of accessibility looms. Can the Army Intelligence Officer at any echelon gain access to the information or support required to conduct IPB in support of Nation Building Operations? As it stands today, the answer is likely no outside the request for information (RFI) process, thus the need for the second and third recommendations of this study. Joint Doctrine, use of JIACGs, and an emphasis on winning the peace in peacetime can create a common bias at each echelon, thus enhancing the ability of any intelligence element to have the necessary support to be successful during planning and execution.

The most contemporary fight the Army is in has provided numerous lessons learned. The Center for Strategic and International Studies published a report in March 2004 titled *One Year On: Nation Building in Iraq*. It stated that “the Nation Building effort lacked the leadership or expertise needed for success, Commanders did not understand the importance of Nation Building, Jointness was totally lacking, there was no real structure for managing the Nation Building effort, and that time was wasted dealing with non existing crises vice ones that existed.”⁹³

Intelligence is and drives operations. Analyst and operator expertise does not grow, Commanders cannot give focus, the importance of issues remains unknown, and priorities remain undefined if the IPB effort does not drive it there. Draft FM 2-01.3 is on the correct azimuth for ongoing operations as well as future missions of the Army. It needs to complete the journey in order to ensure that the doctrinal IPB Process is adequate in support of the planning and execution of those future Nation Building Operations.

⁹³ Cordesman, Anthony H. “One Year On: Nation Building in Iraq, A Status Report”. *Center for Strategic and International Studies* (29 March 2004), 26.

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